DOCUMENT RESUME

ED 351 778 EA 024 468

AUTHOR	Kemmerer, Frances; Thiagarajan, Sivasailam
TITLE	Teacher Incentive Systems, Final Report. Policy Research Initiative: Haiti, Liberia, Somalia, Yemen Arab Republic.
INSTITUTION	Florida State Univ., Tallahassee. Learning Systems Inst.
SPONS AGENCY	Agency for International Development (IDCA), Washington, DC.
PUB DATE	May 89
CONTRACT	DPE-5823-C-00-4013-00
NOTE	151p.
PUB TYPE	Reports - Research/Technical (143) -- Tests/Evaluation Instruments (160)
EDRS PRICE	MF01/PC07 Plus Postage.
DESCRIPTORS	*Developing Nations; Elementary Secondary Education; Foreign Countries; *Incentives; Job Satisfaction; Quality of Working Life; Teacher Attitudes; *Teacher Motivation; Teacher Salaries; *Teacher Welfare; *Teaching (Occupation); *Teaching Conditions
IDENTIFIERS	Haiti; Liberia; Somalia; Yemen

ABSTRACT

Findings of a study that examined the implementation of a teacher incentives initiative in four countries--Haiti, Liberia, Somalia, and Yemen--are presented in this paper. The countries are participating in a 10-year initiative founded in 1984, Improving the Efficiency of Educational Systems (IEES). Methodology involved interviews with approximately 200 primary teachers and small samples of former primary and secondary teachers in each country. Teacher trainees in Liberia and headmasters in Somalia were also interviewed. Findings from each country are presented in individual sections. The lessons learned fell into two categories: fiscal and managerial. Fiscal concerns involved local budgeting and the transfer of funds, while managerial problems centered on confusion of goals and lack of technical support. Recommendations are made for remedying each problem. Three figures are included. Appendices contain an outline of the status review on primary teacher initiatives, the coding and analysis of the survey data, and the teacher interview protocols. (LMI)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

POLICY RESEARCH INITIATIVE

Haiti • Liberia • Somalia • Yemen Arab Republic

Teacher Incentive Systems

Final Report

May 1989

IEES

Improving the Efficiency of Educational Systems

Florida State University
Howard University
Institute for International Research
State University of New York at Albany

United States Agency for International Development
Bureau for Science and Technology
Office of Education
Contract No. DPE-5823-C-00-4013-00

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
☑ This document has been reproduced as received from the person or organization originating it.
☐ Minor changes have been made to improve reproduction quality.
• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

ED 351 778

EA 024 468

BEST COPY AVAILABLE

IMPROVING THE EFFICIENCY • OF • EDUCATIONAL SYSTEMS

Improving the Efficiency of Educational Systems (IEES) is a ten-year initiative funded in 1984 by the Agency for International Development (AID), Bureau for Science and Technology, Office of Education. The principal goals of the IEES Project are to help developing countries improve the performance of their educational systems and strengthen their capabilities for educational planning, management, and research. To achieve these goals, a consortium of U.S. institutions has been formed to work collaboratively with selected host governments and USAID Missions. The IEES Consortium consists of The Florida State University (prime contractor), Howard University, the Institute for International Research, and the State University of New York at Albany.

There are seven countries working collaboratively with the IEES initiative to improve educational efficiency: Botswana, Haiti, Indonesia, Liberia, Nepal, Somalia, and Yemen Arab Republic. Please write for information on specific activities and achievements in these countries.

Documents are published by IEES to promote improved educational practice, planning, and research within these countries. All IEES publications are held in the Educational Efficiency Clearinghouse at The Florida State University. Requests for information or project documents should be addressed to:

Jerry L. Messec, Director
Educational Efficiency Clearinghouse
IEES
Learning Systems Institute
204 Dodd Hall
The Florida State University
Tallahassee, FL 32306
USA
(904) 644-5442

United States Agency for International Development
Bureau for Science and Technology
Office of Education
Contract No. DPE-5823-C-00-4013-00
Project No. 936-5823

POLICY RESEARCH INITIATIVE

Haiti • Liberia • Somalia • Yemen Arab Republic

Teacher Incentive Systems
Final Report

Frances Kemmerer
State University of New York at Albany

Sivasailam Thiagarajan
Institute for International Research

May 1989

Table of Contents

Introduction 1

1.0 Theoretical Framework 3
  1.1 Statement of the Problem 3
  1.2 Teacher Incentive Systems Defined 4
  1.3 Policy Issues 9
  1.4 Limitations of the Study 11

2.0 Research Design 14
  2.1 Research Questions 14
  2.2 Sample Selection 18
  2.3 Data Collection and Analysis 18

3.0 Research Procedure and Findings--Haiti 21
  3.1 Review Procedure 21
  3.2 The System Characteristics 22
  3.3 Status of Teachers in the Private Sector 22
  3.4 Status of Teachers in the Public Sector 23
  3.5 Conclusions 24

4.0 Research Procedure and Findings--Liberia 26
  4.1 Status Review 26
  4.2 Field Study 27

5.0 Research Procedure and Findings--Somalia 29
  5.1 Status Review 29
  5.2 Field Survey 33
  5.3 Recommendations 35

6.0 Research Procdure and Findings--Yemen 40
  6.1 Preliminary Findings 41

7.0 Lessons Learned 43
  7.1 Fiscal Lessons 43
  7.2 Managerial Lessons 44

Appendices

  Appendix A: Outline of the Status Review on Primary Teacher Incentives
  Appendix B: Coding and Analyzing Field Survey Data
  Appendix C: Current Primary Teacher Interview Protocol

List of Figures

Figure 1: Inventory of Incentives 6
Figure 2: Factors Influencing Teacher Performance 12
Figure 3: Sample Selection 19

Introduction

The Policy Research Initiative (PRI) was conceived in 1986 as a fully collaborative set of research activities to provide training and experience in policy analysis. The three areas chosen for investigation--teacher incentives, education information management systems, and community involvement in schooling--had been identified in the sector reviews as being critical to further educational development in the participating countries. Selected IEES countries were first asked to decide whether to participate in the PRI. Those who wished to participate were then asked to choose among the topics and to nominate a Country Team Leader (Principal Investigator).

Three IEES countries--Liberia, Somalia, and Yemen--participated in the policy research initiative dealing with teacher incentives from the outset. Research activities in these countries were initiated with a general conference in Sana'a in November of 1986. Haiti, which had originally opted to participate in another of the research initiatives, joined the teacher incentives group in June 1987. The original plan envisaged each country conducting a *Status Review* of teacher incentive policies and practice through content analysis of official policies and secondary analysis of extant literature. This was to be followed by a *field survey* of teacher perceptions and preferences regarding teacher incentives. However, in Haiti the study was terminated after the initial draft of the *Status Review* due to termination of non-essential government aid to that country. In Yemen, the study was concluded prematurely at the request of the USAID mission after the completion of the *Status Review* in Arabic and after the collection and preliminary analysis of the field survey data. In Liberia, both phases of the study are completed. However, at the time of writing of this report, the final report containing the revised *Status Review* and the field data analysis are not available because of the delay in the final dissemination conference. (This delay was due to the priority given to the National Conference on the GOL/IEES Education and Human Resource Sector Assessment findings which involved the same group of Liberian MOE officials and policymakers.)

The purpose of this report is to chronicle the implementation of the Teacher Incentives Policy Research Initiative in all four countries. In the first section, the *theoretical framework* for the teacher incentives research is defined. In the second section, the *research design* developed in team meetings in Sana'a and Bali is presented. The history of the research and the *research findings* for each of the four participating countries are reported in sections three through six. The final section discusses the *lessons learned* from implementation.

1.0 Theoretical Framework

1.1. Statement of the Problem

Nations at every level of development are debating issues related to incentives for teaching. The current discussion of teacher incentives is reflective of a profound concern with the quality of schooling and, in particular, the quality of teaching. In many countries, there is sufficient evidence to suggest that average student achievement has declined while, at the same time, the academic ability of those entering teaching has decreased relative to earlier cohorts. Although the causes of the decline differ from country to country, the net effect is similar. Systems are experiencing difficulty in recruiting individuals of the quality desired and in retaining those recruited in teaching. In developing nations, however, where school systems are still expanding, infrastructures (communications, transportation, etc.) are incomplete, and fiscal capacity is low, the problem of identifying and funding appropriate teacher incentives is of much greater magnitude than it is in more developed countries where both human and material resources are not so sharply constrained.

The research on incentive systems suggests that effective reform of an existing system must be consistent with the goal of improving teacher performance. The danger, evidenced, in a great deal of the literature, is reduction of the goal to one or more subgoals, such as recruiting higher quality individuals into teaching or increasing retention. Reductionism is a danger particularly where responsibility for teachers is divided among units within a ministry or among ministries. Discrete treatment of subgoals generally leads to overall inconsistency within the system, while integration of options related to recruitment, retention, instructional materials, methodologies, and instructional delivery systems into a long term plan for improving instructional effectiveness provides the basis for a more flexible and effective system (see Kemmerer, in press, Thiagarajan, in press).

One advantage in emphasizing teacher effectiveness in discussions of incentives is that it forces the debate beyond the narrow interests of particular governmental units responsible for one aspect or another of the teacher service. This, in turn, creates the possibility for greater support both within ministries of education and across ministries for strengthening the incentives for teaching. A second and more important advantage is that each incentive will be measured directly against the value it will potentially add to improving teacher performance over time rather than to teacher *happiness*. Such procedure makes explicit the tradeoffs between goals and means related to recruitment and retention and those related to effective performance and therefore maximizes the set of options available to decision-makers.

1.2. Teacher Incentive Systems Defined

The dictionary defines an incentive as "that which encourages action." An incentive (or a reward or a reinforcer or a facilitator) is anything that influences individuals to perform in a desired fashion. An *incentive system* is a collection of inducements and a set of procedures for using them. A *teacher incentive system* is used by educational managers to motivate teachers to perform in such a way that student learning is maximized.

1.2.1. Types of Incentives

While salary and benefits are often equated with teacher incentive systems, relatively less recognition is given to working conditions. Adequate compensation packages, provide a necessary but not a sufficient condition for improvements in teacher performance. Where teachers have poor educational backgrounds, lack texts or supportive media, have a few materials, and supplies, and are unsupervised, little learning takes place in the classroom. Figure 1 outlines a comprehensive set of incentives which needs to be considered in the design of an incentive system intended to affect teacher productivity.

1.2.2. Common Elements of a Teacher Incentive System

All incentive systems, by definition, should be both intentional and standardized.

Intentionality. Most actions of teachers (or other types of employees) are rewarded or punished. Some of the consequences are deliberately designed to improve performance (e.g. a bonus for regular attendance or fine for excessive absence), while others (e.g. praise from colleagues or complaints from parents) are not planned in advance--even though they also affect performance.

The consequences of teacher behaviors can be classified into four categories according to the source of the incentive.

- internal to the employee (e.g. sense of accomplishment, feeling of pride, increase in self-confidence);
- internal to the work group (e.g. approval of colleagues, enhanced school spirit);
- external--from students and parents (e.g., recognition from students and parents and increased status in the community); and
- external--from higher levels of the organization (e.g., praise from the supervisor or award of tenure).

While some incentive systems take into account all four categories and attempt to facilitate the first three, most rely primarily on the fourth category of incentives, that is, on incentives which can be directly controlled by system managers.

11

Inventory of Incentives

Monetary Incentives

Salary
- Salary
- Beginning salary
- Salary increases
- Salary scales
- Salary deductions
- Regularity of payments
- Merit pay

Allowances
- Materials allowance
- Cost-of-living allowance
- Family allowance
- Hardship allowance
- Training allowance
- Educational allowance
- Travel allowance
- Housing allowance

In-Kind Salary Supplements
- Free housing
- subsidized rental
- Free meals
- Subsidized meals
- Plots of land
- Scholarships
- Low interest rates
- Free books

Bonuses
- Bonus for regular attendance
- Bonus for student achievement
- Grants for school projects

Benefits
- Paid leave
- Sick leave
- Health insurance
- Medical assistance
- Pension
- Life insurance

Additional Employment
- Additional teaching jobs
- Tutoring jobs
- Proctoring jobs
- Examination grading jobs
- Textbook writing
- Educational projects
- Ministry of Education jobs
- Nonteaching jobs

Nonmonetary Incentives

National Recognition
- National evaluation
- Awards for teachers
- Political recognition

Instructional Support
- Instructional materials
- Supervisory guidance
- Professional Development
- Inservice training
- Distance education
- Professional meetings

Community Relationship
- Community support
- Status in the community
- Home-school relationship
- Community recognition
- Community compatibility

Quality of Life at School Location
- Transportation facilities
- Communication facilities
- Housing
- Food
- Entertainment facilities
- Education facilities
- Medical facilities

School Characteristics
- Size
- Type
- Sources of funding
- School Administration
- Compatible values
- Performance appraisal
- Administrative recognition
- Access to information
- Participatory decisions
- Student selection

Workload
- Teaching load
- Administrative load
- Extracurricular duties
- Distribution of workload
- Schedule flexibility
- Free periods
- Schedule preferences
- Time for preparation

Colleagues
- Positive peer relationships
- Compatible peers
- Sharing of incentives

Facilities
- Number of classrooms
- Library facilities
- Teacher's lounge
- Cafeteria

Classroom: Environmental Quality
- Lighting
- Ventilation
- Furniture
- Heating/Cooling

Classroom Supplies
- Blackboards
- Ample supplies
- Notebooks
- Teaching aids
- Teachers' Guides

Students
- Small numbers
- Age range
- Type of students
- Promotion procedure
- Low student absenteeism
- Low dropout rate
- Respect from students
- Discipline

Figure 1. Inventory of Incentives

Standardization. All intentional incentive systems specify a set of rules and procedures to determine which behaviors should be rewarded and when, how, and by whom they should be rewarded. For example, in most school districts in the United States, procedures for granting tenure are carefully prescribed and include definition of the necessary education qualifications and the length of the probationary period as well as the use of specific evaluation routines. At a minimum, the rules and procedures governing an incentive system must specify the logical relationships among the teacher, performance standards, and the incentives (or disincentives) identified.

1.2.3. Critical Elements of a Teacher Incentive System

A teacher incentive system may be comprehensive in the sense that it includes incentives from all sources but still remain ineffective. Effectiveness is determined not by the number or source of incentives but rather by the incentive systems' efficiency or ability to produce the desired behaviors at the lowest cost. To be efficient, an incentive system must be consistent, adequate, and equitable.

Consistency. An efficient incentive system demands a clear statement of goals and means, as well as internal consistency between the goals and means. At a minimum, goal statements should provide the rationale for the characteristics of the individuals recruited, promoted, and retained. Since the characteristics of individuals determine their employment opportunities, they virtually dictate the salary incentives which need to be offered for either recruitment or retention. At the same time, the characteristics of those recruited or retained also determine what kinds of instructional support are appropriate. If for instance, those recruited are characterized by relatively low educational attainment, the use of interactive media or programmed materials is likely to have a greater impact on classroom level productivity than is the use of texts and guides, which are frequently not developed with the average teacher's competencies in mind. Consistency, therefore, requires matching of the characteristics of teachers, training, and instructional support.

Adequacy. Adequacy is the condition of being sufficient for a given purpose. As such it is an inherently relative concept defined by the individual's assessment of opportunity cost related to behaving in one way or another. What is adequate for one person or group with specific characteristics may not suffice for another. For instance, a given package of salary and benefits (including training and instructional materials) may be sufficient to induce primary but not secondary graduates to enter or remain in the teaching force or use the methodologies taught in preservice teacher training.

Equity. Just as incentive systems must be perceived as adequate if they are to work, they also must be perceived as fair. Equity requires similar incentives for equals and different incentives for unequals. In teacher incentive systems, employees may be differentiated on the basis of prior education and training, experience, scope of responsibility, or subject area. Thus secondary graduates are generally paid a higher salary than primary graduates, experienced teachers a higher salary than beginning teachers, and school principals a higher salary than teachers. Many teacher incentive systems, however, are ineffective because they ignore the troublesome task of differentiating between so-called "equals." If all teachers with the same training and experience receive the same rewards but some attend school regularly while others do not, morale and effort will deteriorate.

A number of solutions have been offered to this problem. The first is to compensate teachers on the basis of the success of their students on examinations. Technical problems related to measuring the value added by a particular teacher, as well as the temptation to teach to a particular test rather than for acquisition of a broad range of cognitive and affective goals, make it difficult to effectively employ this solution. More acceptable approaches involve recognition of individual teacher’s contributions to the school and penalization of teacher’s who fail to meet basic performance criteria (e.g. regular attendance, appropriate use of instructional materials and methodologies, etc.).

1.3. Policy Issues

If the problem is how to improve teacher productivity (that is, how to help teachers facilitate student learning), given current resource constraints, the major policy issues are who is to be recruited at what price and who is to be retained at what price. Price, in this context, connotes the total package of incentives, including both direct and indirect monetary and non-monetary benefits. In many countries the price of recruitment includes both preservice training and beginning teacher salary payments made during the training period while the price of retention includes not only salary and allowances but also the provision of inservice training, adequate instructional materials, supportive supervision, and the availability of second jobs, etc. The magnitude of these investments is such that each component (e.g., the quality and quantity of preservice and inservice training, instructional materials, etc.) requires justification in terms of its effect in improving teacher performance.

If, for instance, a significant portion of those trained for teaching never teach or leave the service before government has realized a return on its investment in training, a hard look has to be taken at the characteristics the system is recruiting for. It may well be that the entry characteristics are too high relative to the compensation package. If this is the case, one option is too reduce the entry requirements (and possibly salaries) and provide greater instructional support for teachers. Thus, if the target population for recruitment is secondary graduates, government may decide to recruit secondary dropouts until such time as market conditions or government fiscal capacity improves.

Similarly, if teacher behaviors do not meet the minimal standards of performance, such as regular attendance at school and in the classroom, both the compensation package and the rules and regulations for tenure and promotion need to be examined.

Obviously, the first step in addressing issues related to teacher productivity is to define the minimal acceptable standards for the payment of salary and those set of behaviors which will be rewarded beyond salary (tenure, promotion, inservice opportunities, public recognition, etc.). This requires a conceptualization of the factors influencing different levels of teacher performance.

1.3.1. Factors Affecting Teacher Performance

Adequate teacher performance includes a range of behaviors extending from regular attendance at school and in the classroom to classroom management, lesson delivery, lesson design, and student evaluation and behavior. Outside the classroom, teachers are sometimes expected to participate in school level decisionmaking, assist in routine administrative tasks, and meet with the parents of their students. The literature suggests that the factors which influence teacher willingness and ability to carry out these responsibilities effectively are as follows:

- entry characteristics (academic ability, the quantity and quality of prior schooling);
- nature and type of teacher training;
- adequacy of the compensation package;
- quantity and quality of instructional support (texts, materials, supervision);

- opportunities for promotion and advancement;
- quality of the school environment (management structure, colleagues, facilities, and students); and
- status in the community.

The relationships between these factors and teacher performance is shown in Figure 2.

As Figure 2 suggests, there is an identity between that factors that affect performance and those which affect the system subgoals of recruitment and retention. Teaching is one of the few professions in the modern sector that the school going public in developing countries is familiar with. Individuals who have attended school know the status in the community of teachers, their working conditions, and their salary and benefits. This knowledge, together with their own experience of schooling, determines, to a large extent, their perception of teaching as an attractive occupation. The status of the school system thus feeds back into the ability of the system to recruit new teachers. In addition, there is considerable evidence to suggest that the individual's perception of the quality of his/her first teaching assignment (school environment, instructional support, opportunities for promotion and professional development, and status in the community), as well as his/her success in teaching also affect decisions related to exiting or remaining in teaching.

1.4. Limitations of the Study

The complexity of the relationships described in Figure 2 suggest that no single study can simultaneously examine all the factors influencing teacher performance. Consideration, for instance, of the efficiency of preservice training

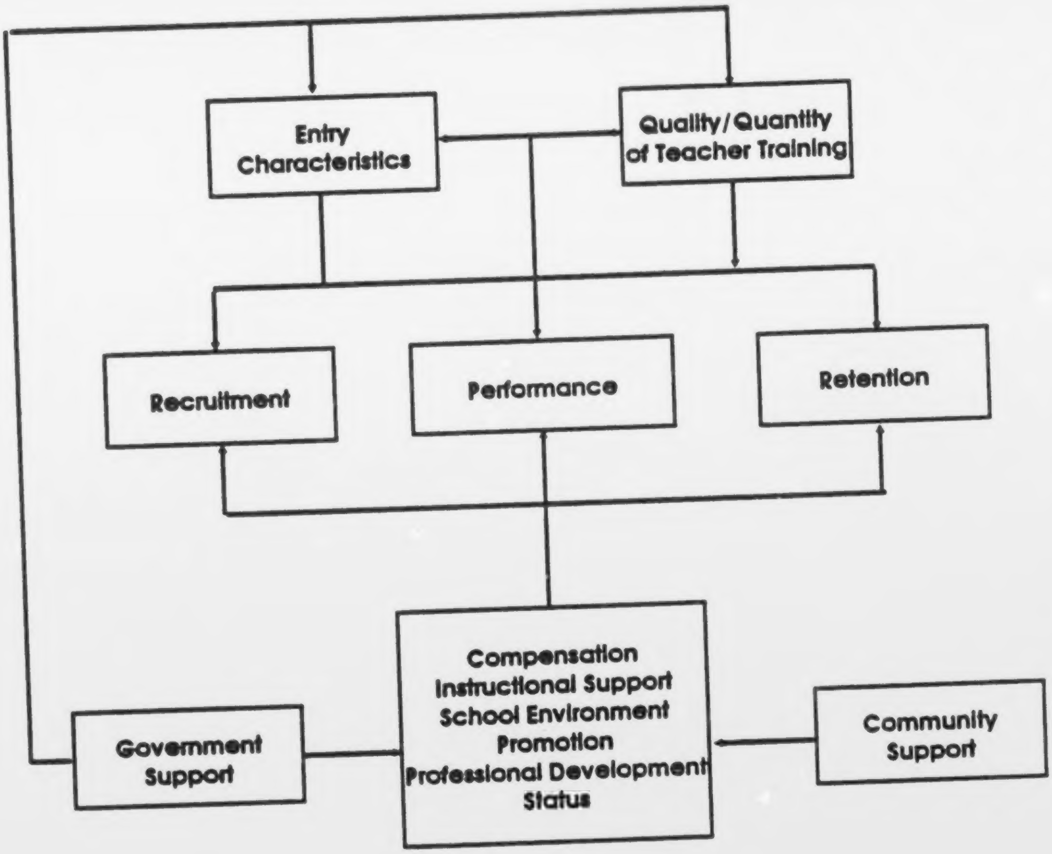

Entry Characteristics
Quality/Quantity of Teacher Training
Recruitment
Performance
Retention
Compensation
Instructional Support
School Environment
Promotion
Professional Development
Status
Government Support
Community Support

Figure 2. Factors Influencing Teacher Performance

and, therefore, both its absolute value and its relative value as an incentive for performance would require a separate study. By the same token, since teacher incentives vary with the level of school taught, it is difficult to study more than one level at a time. For these reasons, the study was limited primarily to the investigation of the current incentive system for primary teachers and teachers' perceptions of present and potential incentives.

2.0 Research Design

The overall goal of the teacher incentives project was to provide relevant data on teacher perceptions of the effectiveness of current incentive system and possible alternatives. In order to achieve this goal, information was first gathered from ministry documents, extant research, and officials describing the current incentives and disincentives for primary teaching embedded in civil service rules and regulations. This was considered an important first step since the removal of disincentives stemming from the unintended effects of regulations constitute a relatively low cost means of affecting system improvement (see Appendix A, *Outline of the Status Review*).

In the second phase of the study, information was gathered in each country from approximately 200 primary teachers stratified by gender and urban/rural location and small samples of former primary and secondary teachers on their perceptions of current incentives and their recommendations for improvement of the incentive system. The former teacher and secondary teacher subsamples were included to test whether the perceptions of these individuals differed significantly from those of the currently serving primary teachers and thus indicated the need for further study. Liberia and Somalia each added an additional subsample. In Liberia, teacher *trainees* were interviewed and in Somalia, *headmasters* were interviewed.

2.1. Research Questions

The research questions which guided both phases of the study are listed below.

Current Status

- What are the characteristics of currently serving teachers (educational attainment, age, gender, marital status, national origin, parttime, fulltime, etc.)
- How many teachers are actively teaching and how much do they get paid (description of the salary structure and the number of teachers at each step).
- How much could be saved by removing non-active teachers from the payroll?

Recruitment to Teacher Training

- What is the teacher turnover rate (national, regional, district)?
- What are the opportunity costs for primary teaching for each relevant level of educational attainment of recruits and different types of teachers?
- What are the per student costs of preservice training?
- Is preservice teacher training considered an incentive for joining the teacher service. If so, why?
- Are there alternative types of training which might be less costly (e.g., training as part of the secondary school curriculum, programmed teaching, interactive radio)?
- How closely does the teacher training curriculum relate to the realities of primary school teaching?
- What are the dropout and graduation rates in preservice training?
- What proportion of those who graduate accept assignments as teachers?

Teacher Retention and Attendance

- How are teachers assigned to schools?
- What is the length of the typical assignment?
- How long does the average person remain in primary school teaching?
- What factors are associated with teacher persistence or exiting.
- How regularly do teachers attend school?

Teacher Income

- What strategies do teachers use to supplement their income?
- How do these strategies differ with the location of the school and the gender of the teacher?
- Which supplementary income strategies are officially sanctioned?
- What are the effects of secondary employment on teacher performance?
- What types of secondary employment are complementary to teaching?

School Income Generation Activities

- What school income generation activities are appropriate for different regions?
- What strategies have been tried in what locations and with what results?

Perceptions of Incentives

- What do currently serving primary teachers, former teachers, and secondary teachers perceive as incentives for recruitment, retention, and performance?
- How do these perceptions differ from one group to another?

Remote Area Teaching

- What are the incentives and disincentives for teaching in remote areas?
- What are alternative strategies for increasing incentives or decreasing disincentives?
- What are the likely costs and benefits of those alternative strategies?

Community Participation

- What is the extent of current community support for teachers' food or housing?
- What types of incentives are best provided by parents and the community?
- How should government formalize community support?

Evaluation and Feedback Systems

- What types of formal evaluation of teacher performance are undertaken?
- What is the relationship between formal evaluation, tenure, promotion, and salary increases.
- What types of formal and informal feedback do teachers receive from headmasters, inspectors, students, parents, and community leaders?
- What is the effect of recognition, indifference, or criticism on teacher performance and morale?
- What formal mechanisms can be used to increase the frequency of feedback and to make it more objective?

Instructional Support

- Do teachers perceive instructional materials as an incentive?
- What are the relative incentive values of teacher guides, textbooks for students, and classroom level instructional materials?
- What are the costs of these materials?
- What is the relationship between the availability of instructional materials and teacher attendance?

Teacher Status

- What is the public perception of the status of primary school teachers?
- What is the effect of such perception on the morale of teachers?
- How can the status of teachers be enhanced?

Opportunities for Professional Development

- What types of inservice training programs are available for the professional development of teachers?
- Are inservice training opportunities perceived by teachers as incentives?
- What opportunities for promotion exist?

School Characteristics and Job Satisfaction

- Do the characteristics of schools (e.g., size, enrollment, location, complete/incomplete cycle, etc.) affect teachers' job satisfaction?
- How are classrooms, students, and workloads assigned to teachers?
- Do teachers perceive workloads as being distributed equitably?

- To what extent do teachers participate in the school management and administration?

2.2. Sample Selection

Selection of the currently serving primary teachers sample was based on stratified random sample approach shown in Figure 3. First, districts were sorted into cells on the basis of urban/rural designation. Then, schools were randomly chosen from the districts in each cell and teachers randomly selected from the schools (see individual country descriptions for variations from this design).

2.3. Data Collection and Analysis

Data collection in Phase 1 consisted largely of the review of civil service documents and extant studies of teachers. Interview instruments were designed for the collection of Phase 2 data. These protocols were designed collaboratively in the first meeting of all the country team leaders in Sana'a in November of 1986. Further refinement of the current primary teacher protocol and work on the former teacher and secondary teachers protocols was carried out at the meeting in Bali in 1987. Sample protocols (from Liberia) are shown in Appendix B.

Data analysis was primarily descriptive involving the use of frequency distributions and cross tabulations. Likert type scales were used to rate teacher preference for the changes which would most help them to become more productive.

The country teams prepared manuals to assist the interviewers and a generic training manual for coding and analyzing field survey data was prepared by the IEES Project Coordinators. This document (see Appendix C) was suitably modified by each Country Team Leader and used as the basis for local training.

	Urban	Remote
Male		
Female		

Figure 3. Sample Selection

In Yemen, the data analysis training workshop for the country team was combined with the actual analysis conducted by Kemmerer and Thiagarajan with computer assistance by Larry Dornecker, Resident Technical Advisor. In Somalia, the coding and analysis of the data was coordinated by Shirley Birchfield, Resident Technical Advisor. In Liberia, data analysis was coordinated by the the Country Team Leader, Dr. Albert Coleman. As indicated earlier, the field survey phase of the project was not undertaken in Haiti.

3.0 Research Procedure and Findings--Haiti

Following the IEES Conference in Bali in 1987, Haiti which had originally opted to participate in another of the policy research initiatives, joined the teacher incentives research group. Amary Joseph Noel was appointed Country Team Leader and submitted a proposal for the study of teacher incentives in both public and private sector schools. Following the visit of the project coordinators in June 1987, the Haitian team began work on the *Status Review* and submitted a draft version in June 1988. The entire project was indefinitely halted at this time due to the decision of the U.S. to terminate all non-essential aid to the Haitian government.

The *Status Review*, carried out by Andre Patrick Prophete, was also hampered by the turmoil surrounding the political events which led to the U.S. withdrawal of aid. The draft review (under separate cover) concisely summarizes the entry requirements for teaching and the incentives and disincentives for teaching at the primary level in either the public or private sector in Haiti.

3.1. Review Procedure

The following institutions were contacted during the *Status Review*:

- Directorate of Fundamental Education in the Ministry of Education
- Directorate of Vocation Education and Proficiency Program
- Ministry of Education Archive Service
- Personnel Archive Department of the Ministry of Education
- Documentation Center
- National Institute of Pedagogy
- IIBE Project
- A private school in Port-au-Prince

3.2. The System Characteristics

Under the reform system, fundamental education was divided into three cycles lasting a total of 10 years. The first cycle, lasting four years, enrolled children 6-10 years old and grouped the classes into preparatory and elementary tracks. The second cycle, lasting 3 years, included 2 years of *cours moyens* and 1 year of orientation. The third cycle, also lasting 3 years, was designed to complete the basic education.

The reform system was gradually abandoned in Haiti, and beginning in 1987 was replaced by the traditional system based on the old French system. Following kindergarten, the primary cycle in the traditional system consists of six grades, divided into two years in each of three levels:

- Cours Preparatoires
- Cours Elementaires
- Cours Moyen

In general, Haitian elementary education is characterized by a high percentage of grade repetition and dropout. On the average, a student takes 12.5 years to complete the elementary cycle. This average differs significantly from urban to rural zones, being 11 years in the former and 14 years in the latter.

3.3. Status of Teachers in the Private Sector

While there is considerable diversity and constant change in private primary subsector in Haiti, the status report provides the following policy elements as being typical of the advantaged schools in this sector:

Appointment. To be appointed as a teacher, the candidate should be a graduate from the Normal School, be fluent in French, and attend a one-year beginning teacher's program.

Assignment. To be assigned to the position of a teacher in the private school, the candidate should have tenth grade qualification and three years of experience, or eighth or ninth grade qualification and four years of experience, or seventh grade qualification and five years of experience.

Promotion. A teacher in the private school will be promoted to a higher class when there is a vacancy. The criteria for promotion include years of experience and such subject factors as effectiveness, personal values, and loyalty to the school.

Salaries and wages. The typical beginning salary for a teacher is $180. There is a salary increase every 2 years. Teachers with 6 to 7 years of experience earn between $300 and $350.

Benefits. The school provides teacher's insurance policy and permits them to borrow money for emergencies at a low rate of interest. Teachers' children receive partial or total scholarship, based on the years of service of the teacher.

In underprivileged schools in urban and rural areas, teacher status fluctuates with the local economic conditions. In general, candidates with the highest educational level are selected. Typical teacher salaries in different regions are listed below:

- ■ 229 gourdes (US $45.80) in the Western department
- ■ 151 gourdes (US $30.20) in the Artibonite region
- ■ 135 gourdes (US $27.00) in the department of Grande Anse

3.4. Status of Teachers in the Public Sector

Based on the Ministry of Education Policy Act published in 1982 and 1984, the *Status Review* provides the following information about the public sector.

Appointment. Only graduates of *Ecoles Normales Primaires* are ordinarily eligible for nomination to a teaching position. However, because of teacher shortage, applicants with *brevet elementaire* or equivalency may also be nominated. Teachers on leave of absence have priority for filling up vacant positions.

Assignment. Teachers are assigned by MOE decree specifying the location and school where they will teach. The choice of assignment takes into account the candidates department of origin or residence. Normal school graduates are assigned to the first two cycles of fundamental education. All assignments are on at least a 2-year basis.

Transfer. Any teacher can be transferred at will or on request to better utilize teacher competencies or to end interpersonal conflicts. Teachers may also be transferred to different locations to reunite families or for health reasons.

Promotions. Advancement to higher professional stages is made on the basis of professional examinations conducted by the Ministry of National Education. These examinations are administered by various teacher training institutions. Successful candidates are promoted to the next higher category and benefit from a higher salary index. Teachers can be promoted to the positions of supervisor, director, pedagogical advisor, or inspector upon fulfillment of required conditions.

Salaries. The typical salary for a graduate of *Ecole Normale* is 1040 gourdes (US $208). Teacher salaries vary with the professional level and category. Each level is divided into eight different sublevels, and each sublevel has a salary index. Various bonuses and allowances are added to the salary for the positions of inspectors, school directors, and for assignment to remote areas. Housing and transportation allowances are also added to the salaries under certain conditions.

3.5. Conclusions

Highlights among the conclusions in the *Status Review* include the following:

The goal of the teacher incentive system in Haitian primary education is to retain trained and experienced teachers. This goal is not achieved due to the low salaries, poor working conditions, and deficient implementation of incentive policies.

The equity criterion for teacher salaries is better met through an agreement between the Teacher's Union and the Ministry of Education which takes into account the training level and seniority of teachers. However, there is no provision for differential salaries based on differential workloads among urban and rural teachers.

There are few career opportunities for Haitian primary teachers in the private sector. As a result, most teachers devote their energy to secondary revenue sources rather than to the improvement of their teaching skills. The public sector offers relatively greater opportunities for promotion.

4.0 Research Procedure and Findings—Liberia

The Teacher Incentives Project in Liberia was headed by Dr. Albert Coleman, Director of Teacher Education at the Liberian Ministry of Education. Supported by a group of competent educators, the Liberian team has carried out its policy research activities with minimal input from the Project Coordinators.

4.1. Status Review

The *Status Review of Primary Teacher Incentives* in Liberia is currently undergoing revision on the basis of feedback from the Project Coordinators. Information from the previous version of the document is briefly summarized below.

Structure of schooling. Education in Liberia falls into the two main categories of public and nonpublic schools. The latter is divided into mission schools and private schools.

Status of primary teachers. Entrance into the teaching profession in Liberia is through graduation from one of the two rural teacher training institutes, or from one of the two colleges, or from any local or foreign high school. Currently, salaries for all public school teachers are uniform within each category of certification. For example, all holders of Grade A certificates receive the same initial annual salary of $2400. Salary payments, however, are frequently delayed and more often than not months in arrears.

The teaching profession in Liberia is a male-dominated occupation, with a 10:1 ratio of male to female teachers. This disparity reflects the general discouragement for education for girls beyond the eighth grade.

Instructional support. A major problem in primary education in Liberia has been the lack of timely provision of textbooks, curriculum guides, and other instructional materials. However, this problem is expected to be reduced through the activities of the Liberia Primary Education Program (LPEP) which will supply instructional modules and booklets to the majority of Liberian primary schools in the near future.

Professional development. In spite of comprehensive preservice and inservice training programs, primary teachers in Liberia have very few avenues for advancement. Only a teacher with a bachelor's degree may become a principal or a local education officer. Therefore, most primary teachers seek employment elsewhere, using primary teaching as a stepping stone to jobs outside of the schools.

School-community relations. To a certain extent, teachers are highly respected by the community. Parents and the local communities assist teachers in maintaining student discipline, organizing social events, and providing temporary boarding and lodging for new teachers. Many rural communities build their own schools and then appeal to the Ministry of Education for teachers.

Incentives under consideration. Recently, the Ministry of Education has stressed the role of teachers in national development and set up a committee to plan Teachers' National Awards Day Program. The awards include certificates of merit, financial bonus, paid vacations, and observation tours of other West African nations. Other planned incentives include hardship allowances for remote area assignments, tuition grants to cover dependents' school expenses, low-cost housing, and retirement plans.

4.2. Field Study.

The second phase of the Teacher Incentives Project in Liberia has been completed recently. Its findings and recommendations have been presented to key policymakers and educational stakeholders in a national dissemination conference. The revised version of the final report will become available under a separate cover in the near future.

5.0 Research Procedure and Findings—Somalia

The Teacher Incentives Research Project began in Somalia in March 1987. The Somali team was headed by Hussein Mohamed Said, the Director General for Educational Development in the Ministry of Education. Yussef Sheik Mohamed Jama, Director of the Secretariat for Donor Coordination, served as the Assistant Country Team Leader. The Somali Proposal, *Status Review*, and Final Report have all been submitted under separate cover.

5.1. Status Review

The *Status Review Report*, drawing on the GSDR/IEES *Sector Assessment*, the IEES background paper on *Incentives for Primary Teaching in Somalia*, World Bank reports, UNICEF sponsored studies of dropouts in different regions of the country, Ministry of Education studies and documents, and civil services rules and regulation documented the rapid expansion of the educational system following independence, the conditions leading to the decline in quality and subsequent decline in enrollments, and the current problems hampering system and teacher performance. The major findings of the *Status Review* are summarized below:

5.1.1. System Characteristics

Expansion of the educational system was a major goal of the revolutionary government which assumed power in 1969. Between 1970 and 1980, the primary system expanded from enrollments of 50,384 (6.2 percent of the relevant age group) to 271,129 (27.1 percent of school age children). To support this rapid expansion, Somali was chosen as the language of instruction, a written language developed, and texts translated into Somali. Crash training programs in both the new written language and teaching methodologies were put in place and the schools suspended for a year while teachers and older students participated in the massive literacy campaign for which Somalia was awarded the UNESCO prize. Even as schooling expanded, Somalia began to undergo the series of setbacks which would adversely affect the country's investment in education. The extreme drought of 1974/5, border conflicts in the Ogaden, a series of lesser droughts, and the more recent civil war in the North have all led the government to place a priority on investments in the productive sector.

The effects on schooling of this investment strategy were first detailed in the IEES Sector Assessment. Since 1980, over 200 schools have closed (60 percent in one rural region) and enrollments have sharply declined (as much as 6 to 10 percent a year). It is now estimated that fewer than 10 percent of school age children ever enroll in school. Planning department studies indicate that almost half of the children who enroll in school do not finish the fourth grade and that six out of every ten who enter fifth grade will drop out before completing the primary cycle in eight grade.

5.1.2. Primary Teacher Characteristics

The Planning Department estimates that there are currently about 5,000 primary teachers on the payroll. The proportion of those actively serving is not known although in Mogadishu alone 1,500 salaried teachers are not working in schools. An unpublished Ministry study in 1984/5 found that approximately 60 percent of the active teachers were national service participants (secondary graduates with no training) and 40 percent primary school graduates with one to two years of training.

While the Ministry reports echoed in the *Status Review* complain of the difficulty in posting women teachers, Planning Department data show that women's participation in the teaching force has been increasing. Comparisons of

1984/5 data with 1982/3 data show both high rates of male turnover and increasing female participation. Between 1984/5 and 1982/3, for instance, there was a net loss of 72 teachers but a gain of 867 women teachers. Since few graduates of teacher training have been produced since 1984, the increase in women cannot be accounted for as unposted new teachers. These discrepancies in the Ministry beliefs and data about teachers indicate the need for a detailed analysis of the characteristics of serving teachers.

5.1.3. Primary Teacher Salary and Allowances

In 1986, it was estimated that a primary teacher's salary covered about 24 percent of the cost-of-living for a single person. Since that time teachers salaries have been increased by 140 percent. For the most part, however, these increases have been offset by increasing high rates of inflation. At the present time, it is estimated that the teachers' average monthly salary (So.Sh. 1680 or U.S. $5.60) is not sufficient to cover a teacher's basic needs for more than three or four days.

In addition to salary, teachers also receive a token "chalk" allowance of about So.Sh. 240 per month for school supplies.

5.1.4. Instructional Support

The Ministry of Education has made substantial efforts to improve the material support of classrooms, but the effects of these efforts are yet to be realized. Delays in the printing of the new Reform Curriculum and distribution problems mean that few schools outside major towns receive textbooks and those that receive them rarely receive them on time. Teacher guides are even more poorly distributed.

In addition, teachers receive little instructional supervision. District and regional personal are inadequately trained and lack the resources needed for regular school visits.

5.1.5. Community Support

In recognition of the hardship faced by teachers and the declining quality of the primary subsector, government in 1986, acceded to the request of local communities to charge tuitions. The Ministry of Education guidelines permit tuitions charges of So.Sh. 60 per month and recommend that 60 percent of all funds collected be used for teacher salary support, 20 percent for administrative support, and 20 percent for maintenance.

This policy, which has widened the opportunity cost between teaching in urban and rural areas, is of increasing concern to government.

5.1.6. Training

In 1985, government took the decision to recruit secondary graduates rather than primary graduates for primary teacher training. At the same time, plans were made to open a second teacher training institute in Hargeiysa. This policy was responsive both to concerns about the poor academic credentials of primary teachers and the growing surplus of secondary school leavers. Implementation has proved difficult, however, since secondary graduates typically have higher aspirations. Thus far, only 180 of the secondary graduates have completed teacher training and far fewer have accepted school posts. The Ministry, however, is very satisfied with the performance of the secondary graduate primary teachers.

Inservice training funded by UNICEF and other donors on a wide variety of topics is offered to active teachers.

5.1.7. Promotion and Career Opportunities

Promotion within the primary subsector is rare. Teachers upon appointment are considered permanent. After three years of service (two for secondary graduate teachers), teachers are eligible to sit for the entrance examination to LaFole School of Education, University of Somalia. Of those who pass, roughly three hundred are admitted. Graduates of LaFole are posted to secondary schools. Primary school headmasters are drawn from the pool of those who pass the LaFole examination but do not wish to pursue further study.

5.2. Field Survey

In Phase 2 of the study, a sample of 201 primary teachers, 47 former primary teachers, 54 secondary teachers, and 37 primary headmasters were interviewed. The sample of primary teachers was selected from 54 primary schools in 20 districts in five regions of the country (Bay, Gedo, Bakool, Middle Shabelle, and Lower Shabelle). Regions were selected on the basis of access due to the difficulty of traveling to the North during the data collection period. Within regions, schools were randomly selected. Within schools, teachers were chosen on the basis of availability, indicating the data are biased in favor of the teachers who more regularly attend school. Since most former teachers are concentrated in the main towns rather than the villages, they were identified by questioning regional officers. The secondary pool of respondents were drawn from the secondary school located in each region, and the headmasters from among the participating schools.

The four interview protocols designed for the study were field tested in five districts in two regions (Sanaag and Bari). All interviewers were trained from 4 to 7 days prior to data collection.

Due to time constraints, the data for each group of respondents were analyzed separately and few statistical comparisons were made across groups or within groups on the basis of gender or location. The principal findings are as follows:

5.2.1. Teacher Characteristics

The majority of current primary teachers have less experience than the former teachers and the secondary teachers, indicating high rates of turnover in the subsector. The data on current primary teacher education is confusing, showing 75 percent with secondary diplomas and 25 percent with primary diplomas. It is likely that the codes are reversed since until recently primary teacher training in which 96 percent of the respondents reportedly participated was reserved for primary graduates. The data also show that rural teachers have considerably less experience than urban teachers.

Unlike the former teachers and the secondary teachers, a relatively large percentage (36%) of the current primary teachers report holding second jobs while teaching. This may account for the fact that a full 30% of the headmasters reported 1 to 5 teachers are frequently absent from school. Headmasters also reported that the attendance of male teachers was more regular than that of female teachers. Whether this is due primarily to the exceedingly generous civil service regulations governing maternity leave was not but should be explored since the proportion of women teachers is increasing.

5.2.2. Working Conditions and Instructional Support

Both the current and former primary teachers and the secondary teachers reported an average teaching load of 25-30 periods a week. Since these data are not consistent with other Ministry reports, the researchers believe that teachers either were not frank or the sample was unrepresentative in this regard.

Ministry information suggests that the average teacher load is approximately 20 periods of 45 minutes duration each per week.

Many of the current primary teachers identified limited educational materials and poor physical facilities in the schools as a major problem. The lack of textbooks, materials, equipment, and furniture are discouraging to both teachers and students and is a major contributor to high rates of absenteeism in both groups.

5.2.3. Incentives For Teaching

A total of 63 percent of the current primary teachers and 53 percent of the current secondary school teachers reported that their present salaries (including community contributions) are insufficient to cover their living expenses. Over half of all the teachers and headmasters surveyed believed that salary improvement would have the greatest impact on teacher productivity. The provision of housing was the second most highly rated incentive. It was believed that not only would better salary and housing relieve teachers of the need for second jobs which detract from teaching but raise the status of teachers in the community. Other incentives favored by teachers included removing teachers who are not doing their jobs; distributing salaries on time; increasing promotion opportunities; and generally working to improve the status of teachers in the community.

5.3. Recommendations

Current teacher concerns with salary and status were echoed in the responses of why former teachers left the profession.

The recommendations arising from the data analysis are duplicated below. Unfortunately, due to time constraints, the Somali team did not conduct a

National Conference to discuss both their findings and recommendations. Due to the importance of this topic in Somalia, the contractor for Phase 2 of IEES may want to consider funding such a conference.

1. It is clear that primary schools cannot retain teaching staff for more than a short period under current conditions. Despite recent increases, teachers' monthly salaries and allowances cannot support them for more than three or four days. Consequently, many primary teachers are compelled to quit their jobs. Others remain on the rolls but either do not show up at all or are frequently absent. Those who do attend the school devote little time and effort to preparing and teaching the lessons.

Therefore, it is recommended that the Ministry of Education review the salary and allowance structure for the primary school teachers, and base them on the living standard in their area of placement.

2. The Ministry should explore options for providing housing and medical care for teachers, either through MOE subsidies or through community support.

3. The requirements for becoming a primary teacher have recently been upgraded. Whereas a primary teacher formerly needed only a primary school leavers' certificate, he or she must now be a secondary school graduate, with two years of professional and academic training at a teacher training institute in order to be hired as a teacher. The medium of instruction in a number of courses at the teacher training institutes has also been changed from Somali to English. Although the purpose of these changes was to upgrade the quality of primary teachers, a number of unintended side effects have resulted.

Finding teachers who can fulfill the new requirements and who are willing to work for such low salaries is extremely difficult. In addition, once they have completed their teacher training, the English language capability provides the graduates with greater job opportunities outside the teaching profession. As a result, many trained teachers never actually make it to the classroom.

It is, therefore, not cost-effective to provide two years of preservice training for secondary school graduates who may not stay in the profession for more than a short period. It is recommended that preservice training be reduced to a period of six months to a year.

4. Another factor which increases attrition among primary teachers is the Ministry of Education's policy for entrance into LaFole College of Education. Each year, 300 of the most experienced and academically talented primary school teachers are admitted into LaFole. This policy drains talent out of the primary schools since all College of Education graduates go directly into the secondary schools, and none return to the primary level.

Therefore, it is recommended that the Ministry of Education establish a mechanism of career development within the primary level that will provide incentives for trained teachers to remain in the primary schools. One such policy could be to develop a structured salary scale that would provide salaries for teachers who have completed two years at LaFole College of Education that are equivalent to that of a secondary teacher, with step increases for each year of experience. Primary headmasters should also be recruited from the ranks fo primary teachers who have completed training at LaFole.

5. Inservice teacher training is a means of improving the professional and academic qualifications of primary teachers. A systematic inservice training program is essential in upgrading teacher quality. Greater emphasis should be placed on upgrading teachers' professional skills. It is important, however, to remember that the objective of such a program is to improve the professional quality of the teachers rather than to prepare them for higher educational levels

(which may provide a greater temptation to leave the primary teaching profession altogether).

It is recommended that inservice training seminars provide greater opportunity for discussions among teachers.

6. Since supplemental reading materials in Somali are nonexistent, it is very important that both teachers' guides and student textbooks be received at the beginning of each school year. The Ministry of Education must improve the textbook distribution system so that instructional materials are received on time.

7. Improving the condition of school facilities, furniture, and equipment is essential if the quality of primary education in Somalia is to improve.

8. Community support and local participation in educational activities is a powerful tool for improving the educational system. In Somalia, some community support initiatives (primarily in the form of charging student fees in order to supplement teacher salaries) have been initiated recently. However, a comprehensive examination of such activities and their impact has never been attempted. Some educators have expressed doubts about the effectiveness of these activities and worry that the policy will widen the existing inequities between the rural and urban communities. It is undoubtedly true that schools in urban areas have a greater number of students and, therefore, fees paid by the parents result in much higher salaries for teachers in urban areas than for their rural counterparts. Ultimately, this may result in a large number of rural teachers moving to urban areas.

Hence it is recommended that the Ministry of Education carry out a study across regions to examine the impact of this initiative. If community support activities are found to play a significant role in the rural to urban migration of teachers, these inequities could be overcome by providing subsidies from the Ministry of Education to the rural communities.

9. A system for evaluating teachers' performance and rewarding those who are doing a good job should be devised. Rewards may include cash awards, prizes, and certificates of recognition. In addition, the promotion system should be tied to both training and performance, as well as to scores on promotion examinations. At the same time, those teachers who are not attending their schools regularly or adequately performing their classroom duties should be removed from the staff.

6.0. Research Procedure and Findings--Yemen

The Ministry of Education appointed Mr. Noman Alaswadi, Director of Non-Formal Education, as the Country Team Leader for the Teacher Incentives Project. Mr. Alaswadi appointed Mr. Abdulaziz Al-Maktari of the Teacher Training Department as Co-Team Leader. The relative lack of experience of the Yemen team proved a constraint for the successful completion of the project. Despite this constraint, the draft *Status Review* was submitted in good time. Since the costs of translation from Arabic to English proved prohibitive in Sana'a, careful review and detailed directions for revision were made by a Yemeni doctoral candidate at Albany. Even as the Status Report was being reviewed, however, Mr. Alaswadi, overwhelmed by the logistics of the field survey, decided to divide the interview protocols and field support funds among colleagues in different regions and asked them to identify respondents. When the IEES Resident Technical Advisor and the USAID Mission Personnel discovered this, a major effort was undertaken to track and verify expenditures. Thiagarajan went to Yemen to assist in this effort.

Fears for the quality of the data obtained and a desire to clear the way for the new primary education project led the Mission to request that the Teacher Incentives research be ended in the spring of 1988. In response, Drs. Kemmerer and Thiagarajan traveled to Sana'a in April 1988, performed a preliminary analysis of a portion of the survey data, and reported the findings to a group of Ministry of Education officials. Since this effectively concluded the initiative in Yemen, the *Status Review* has not been revised or translated. The IEES project, however, did advance funds for the full translation of the data set. The translation was completed in May 1989 by Mr. Hassan Abdul Malik (who had earlier reviewed and commented on the *Status Review*). At the present time, funds are required for further analysis of the data. The Mission has requested such an analysis but declining IEES resources in the past year have meant that priority had to be given to the countries where the full set of activities were underway.

6.1. Preliminary findings

A description of the survey sample and the statistically significant findings from the preliminary analysis of the current teacher sample are given below:

Description of the Sample. Two hundred and eight current primary Yemeni teachers were interviewed during the survey. Of this number, 103 were men and 105, women. The sample was divided almost evenly between urban and village teachers. In addition, 25 predominantly male former primary teachers and 51 current secondary teachers were also interviewed.

Teacher characteristics. Most of the current teachers (88 percent) had 11 or 12 years of schooling. However, 68 percent of women teachers had graduated from secondary school in contrast to 45 percent of the men teachers. Sixty-seven percent of the teachers had received teacher training. Those who had received teacher training were predominantly located in cities (82 percent). Very few teachers (male or female) reported a second job.

Teacher expectations. Most teachers found life as a teacher the same as they had expected (38 percent) or worse than they had expected (36 percent). More men (50 percent) than women (22 percent) reported their life as a teacher as worse than expected. In particular, men (36 percent compared to 20 percent of women) viewed their status in the community as worse than expected and the delay in salary payments as worse than expected (50 percent for men compared to 31 percent for women). Fifty percent of the teachers in villages (in contrast to

23 percent in cities) complained that classroom conditions were worse than expected.

Working conditions. Men teachers handle slightly more class periods than women, and there appears to be no significant difference in the average periods per week taught in urban and rural schools. Fifty-two percent of the teachers reported that the age differences among students in their classrooms were too large and 65 percent reported that their class sizes were too large. Forty-three percent of the sample reported better support from their principals than they had expected. Fifty-two percent, however, of those who reported better support taught in city schools. Ministry of Education officials explained this by the fact that three-fourths of the schools (and almost all in rural areas) have only a head teacher and not a principal. Typically, head teachers have a full teaching load and, therefore, little time to assist their colleagues.

Teacher Incentives. Teachers perceived the following types of incentives as those which would help them a lot:

- Provision of textbooks on time
- Greater respect from the community
- Larger allowances
- Higher salaries for qualified teachers (a graduated salary scale)
- Payment of salaries on time

7.0 Lessons Learned

Lessons learned from the implementation of the teacher incentives policy research initiative fall into two categories: fiscal and managerial. Each of these is discussed in turn.

7.1 Fiscal Lessons

Local Budgets. The participating countries knew in advance of budget preparation that $50,000 in local funds had been set aside for each initiative in each country and budgeted to that figure. While the equal treatment of local costs created the perception of equity among the participating countries, it was not efficient. Fifty-thousand dollars, for instance, would not have sufficed for a field study in a country like Indonesia, whereas it was somewhat too generous in Somalia. Further, many of the local expenses generated (printing, translation, etc.) could have been carried out more cost-effectively in the U.S.

It is recommended that countries do not submit budgets in the future but rather that the IEES Research Director estimate budget costs and comparative price the cost of local support services.

Transfer of Funds. Major unanticipated problems were experienced in the transfer of funds to the IEES countries creating delays and straining IEES/ participating country relationships. This was only partially due to the difficulty in contracting foreign nations through a state university system. The banking systems themselves in a number of the countries were ill equipped to handle wire transfers and person months on both sides of the ocean were spent in negotiating with banks and tracing transfers.

The most critical transfers were salary payments. All country team leaders were paid for 50 percent of their time for the two years.

It is recommended that in Phase 2 of IEES, the Research Director pay foreign nationals stipends in the field and that all stipends reflect actual time contributed to the project.

7.2 Managerial Lessons

Confusion of Goals. Originally conceived as training in field research and policy analysis, the initiative quickly became viewed as a pure research project. This was partially due to a lack of understanding of those not involved in the initiative and partially to the fact that as IEES resources dwindled funds were not available to satisfy the training needs. As a result the emergent policy studies were evaluated in the U.S. as relatively poor products. Host country nationals, however, view the studies as the most significant of the IEES training exercises.

Since the goals and management of IEES Phase 2 research provide a less central role to participating country nationals, Phase 1 experience suggests that participating countries will be disappointed. On the plus side of such a shift, however, is the fact that it avoids nomination of personnel for leadership roles on the basis of criteria other than their research credentials and demands a more active role of technical experts. On the downside, of this shift, is the fact that the PRI provided a vehicle to get Ministry personnel into direct contact with schools and teachers. The field experience has enabled many to overcome prejudices to earlier recommendations made by IEES and other donors.

It is recommended that the goals and management structure of IEES Phase 2 research be actively marketed to the IEES steering committee and to the IEES committees within each country as they are not likely to be popular. In addition, some mechanism should be established to ensure direct Ministry contact with the problems and issues which are the subject of the research.

Lack of Technical Support. The weaknesses in implementation summarized in this report stem from the lack of technical assistance in the critical piloting, data collection, and analysis stages. Careful review of the data suggest that in at least one country inappropriate questions were asked (e.g. respondents were asked to evaluate inservice training when none was offered), and questions were not clear. Moreover, in the countries which completed field studies, the data tend to be under analyzed due to lack of training. While the IEES Research Director might be tempted to leave much of the direction and control to the resident technical advisor, this would constitute a major error. The day to day activities of the RTA are such that participation in research imposes a heavy burden and forces tradeoffs between the quality of one research activity versus another or the quality of the research versus the fulfillment of other duties.

It is recommended that only those research activities be undertaken for which there are sufficient resources to adequately fund sufficient short-term assistance in the field and that the RTA role be limited to troubleshooting.

Appendix A

Outline of the Status Review on Primary Teacher Incentives

Introduction

Brief history of education

Description of the cultural context of schooling, e.g. what factors in the culture provide opportunities and constraints for the formal education of girls and boys from all ethnic groups and occupational categories.

Statement of the Problem

The problem - quality of teaching and learning at the primary level.

The issues - (country specific issues, e.g. the affect of expatriate teachers on teacher quality; untrained, undertrained teachers, particularly in rural areas; insufficient supply of teachers to rural areas; inadequate incentives resulting in poor teacher attendance, etc.).

Brief description of the structure of the report

Description of Current Teachers

Numbers of teachers

Characteristics of primary teachers

Numbers male/female

Ethnic, tribal respresentativeness

Numbers in each category of educational level attained, e.g. primary, some secondary, secondary, etc.

Numbers with different types of teacher training, e.g. none, less than 1 year, etc.

Numbers part-time, full time.

Geographical distribution of teachers with dfferent characteristics (gender, ethnicity, education, training, etc.)

Age of teachers

Marital status of teachers

Number of teachers not teaching in first language

Description of Recruitment System

Who is recruited, why (e.g. selection criteria)?

How long is the training program?

Where are teachers trained?

What is the content of the training?

What are the costs to government and the individual of training?

Do graduates sign a bonding agreement with government? If so describe the agreement.

How many of those trained go on to take teaching posts?

How are initial teaching assignments made?

What are the incentives offered for recruitment e.g. training, training stipends, etc.?

How many who accept initial assignments remain in teaching one, two, three, four, five years?

Job Requirements

How many hours per week is the full-time teacher required to teach?

How many hours per week is the part-time teacher required to teach?

Are teachers specialized at this level or do they teach all subjects?

How many students are typically in a class by grade (national, regional, district averages?)

Retention

Income

What is the salary and salary range of primary teachers?

What percent of the cost of living does salary represent?

Is salary paid on time?

How does the average salary compare to those earned by individuals with similar skills in other ocucupations?

Do teachers have opportunities for second jobs? If so are they complementary jobs e.g., working for Ministry in other capacities or non-complementary e.g., working in a shop or on a farm?

What percentage of teachers receive in-kind salary supplements such as food or housing from government or the community?

Do teachers receive any allowances? Describe the allowances

Opportunities for Promotion and Tenure

What are the regulations governing promotion and tenure procedures?

What is the length of the probationary period?

Describe the promotion system beyond tenure.

What is the extent to which evaluation and feedback enter into tenure and promotion decisions?

What are the criteria for evaluation?

On what grounds are teachers dismissed?

Is it extremely unusual for a teacher to be dismissed?

What are the regulations governing voluntary withdrawal from the teaching service?

What percentage of teachers leave the teaching force each year (voluntary withdrawal, dismissed, promoted to administration) by region, district?

Instructional Support

Do schools and teachers receive adequates supplies of texts and materials each year?

Are the materials delivered before the beginning of the school year?

Does the typical teacher receive regular evaluation and feedback from the headmaster (headteacher)?

Is the typical classroom adequate for the size of the class and instructional needs (lighting, furniture, blackboard, etc.)?

Does the school have drinking water, a library, a teachers' room etc?

Opportunities for Professional Development

In a given year, how many teachers receive inservice training?

How are teachers selected for inservice training?

Do teachers ever have professional meetings? If so, describe.

Do teachers receive distance education? If so describe the content of the program, eligibility requirements, etc.

Do teachers at a school typically work together on scheduling problems, curriculum, and other issues affecting the quality of school life and/or relationships with the community?

School/Community Relationships

Is the typical teacher respected in the community? Why or why not?

How do communities show their support of teachers?

Do communities vary in their demand for quality schooling? What accounts for this variation?

Balance Sheet of Incentives and Disincentives for Teaching

Summary of incentives

Summary of disincentives

(These are preliminary statements of the factors which you think teachers may consider as the incentives and disincentives for teaching. The field work will verify whether the teachers agree with your assessment)

Appendix B

IEES
POLICY RESEARCH INITIATIVE

Teacher Incentives Project

Coding and Analyzing Field Survey Data

July 15, 1988

Funding for the Teacher Incentives Research,
the Policy Research Initiative, and
Improving the Efficiency of Educational Systems (IEES) Project
is provided by the Agency for International Development,
Bureau of Science and Technology, Office of Education, Contract No.
DPE-5823-C-00-4013-00
Project No. 936-5823

Coding and Analyzing Field Survey Data

A Step-by-Step Procedure

1. Prepare a set of research questions for which you want to find answers for each group of respondents (current primary, former primary, prospective primary, and secondary). (See Exhibit A.)

2. Prepare a set of research questions relating different subgroups within the group of respondents (e.g., male and female respondents among current primary teachers). (See Exhibit A.)

3. Prepare a set of research questions relating different groups of respondents (e.g., current primary teachers and former primary teachers). (See Exhibit A.)

4. Set up codes for identifying each questionnaire. This code should identify the region (district or county), school, respondent. (See Exhibit B.)

5. Review the responses to open-ended questions. Set up suitable categories of responses. Set up codes for each category. (See Exhibits B and C.)

6. Set up codes for each multiple-choice item. (See Exhibit B.)

7. Identify items that require a numerical response (e.g., "How many class periods do you teach a week?"). The coder copies the response on the margin. (See Exhibit B.)

8. Prepare an instruction sheet and a set of examples for the coders. (Similar to this.)

9. Train the coders.

10. Check reliability of coders by having them code a few standardized questionnaires. Check their codes with the correct code. Provide remedial training to unreliable coders or replace them with other coders.

11. Have coders process the questionnaires.

12. Find answers to your questions related to current primary teachers. Prepare tables whenever appropriate. (See Exhibit D.)

13. Do the comparisons among various subgroups. (See Exhibit D.)

14. Repeat steps 3-12 for other sample groups.

15. Find answers to questions relating different groups. (See Exhibit D.)

EXHIBIT A

BASIC QUESTIONS

DESCRIPTION OF THE SAMPLE

- How many people responded to the questionnaire?
- What are the percentages of male and female respondents?
- What are the percentages of urban and rural school respondents?
- What is the range of teacher experience?
- How many teahcers have taught in at least one other school

PRESERVICE EDUCATION AND TRAINING

- What is the highest grade completed in school by the teacher?
- What is the range in grades completed in school by the teachers?
- How many teachers (and what percentage of teachers) have attended a teacher training school or college?
- What is the average length of the teacher training programs attended?
- What are the teacher reactions to teacher training? (Table 1)

INSERVICE TRAINING WORKSHOPS

- How many teachers have attended an inservice teacher training workshop?
- What is the average number of workshops teachers have attended since their beginning teaching?
- How many participants found the workshops *very useful*?
- What are the teachers' perceptions about the positive and negative characteristics of the workshops? (Table 2)
- What are the teachers' perceptions of what the Ministry of Education can do to make them better teachers? (Table 3)

INITIAL REACTIONS

- How many teachers (and what percentage of teachers) have had a chance to get another job before they became teachers?
- What were the other jobs for which the respondents had a chance before becoming a teacher?
- What are the reported reasons for becoming a teacher? (Table 4)
- What are the responses to who should hire teachers? (Table 5)

- What are teacher expectations before entering the teaching profession?(Table 6)
- What are the reported reasons for differences between teacher expectations and actual experiences? (Table 7)
- How do different teacher experiences compare with specific teacher expectations? (Table 8)

MONETARY INCENTIVES

- What is the average monthly salary?
- What is the range in the monthly salaries?
- What is the average allowance?
- What is the range in the allowances paid to teachers?

SALARY PAYMENTS

- How many teachers (and what percentage of teachers) report they received their salaries on time?
- What is the average delay (in weeks) in salary payments?
- What is the range in the delay in salary payments?

WORK LOAD

- What is the average number of class periods taught during a week?
- What is the range in class periods taught a week?
- What is the average number of students in class?
- What is the range in the number of students in class?
- What is the average number of students who come to class regularly?
- What is the range in the age of students (in number of years) in the class?
- How many teachers (and what percentage of teachers) report having another job?
- What are the second jobs reported by teachers? (Table 9)

JOB CONDITIONS

- What are the teacher reactions to the number of students in the class? (Table 10)
- What are the teacher reactions to age range of students in the class? (Table 10)
- What are the teacher reactions to discipline problems in the class? (Table 10)

TEACHER REACTION TO PRIMARY TEACHING

- How many teachers (and what percentage of teachers) like primary teaching?
- What are the reported reasons for teachers liking primary school teaching? (Table 11)
- What are the reported reasons for teachers disliking primary school teaching? (Table 11)

TEACHER TURNOVER

- How many teachers have left primary teaching and have returned to it?
- What are the reported reasons for teachers leaving primary teaching? (Table 12)
- What are the reported reasons for ex-teachers returning to primary teaching? (Table 12)

LOCAL SUPPORT OF TEACHERS

- What is the average number (and percentage) of teachers provided with housing by the school or community
- What is the average number (and percentage) of teachers provided with food by the school or community
- What are the different types of community support of teachers? (Table 13)
- What are the ways in which teachers would like community and schools to assist them? (Table 14)

TEACHER PERCEPTIONS OF VARIOUS INCENTIVES

- What are teachers' perceptions of various incentives? (Table 15)
- What are the most frequently reported ways to help primary teachers? (Table 16)

COMPARISON WITHIN THE GROUP

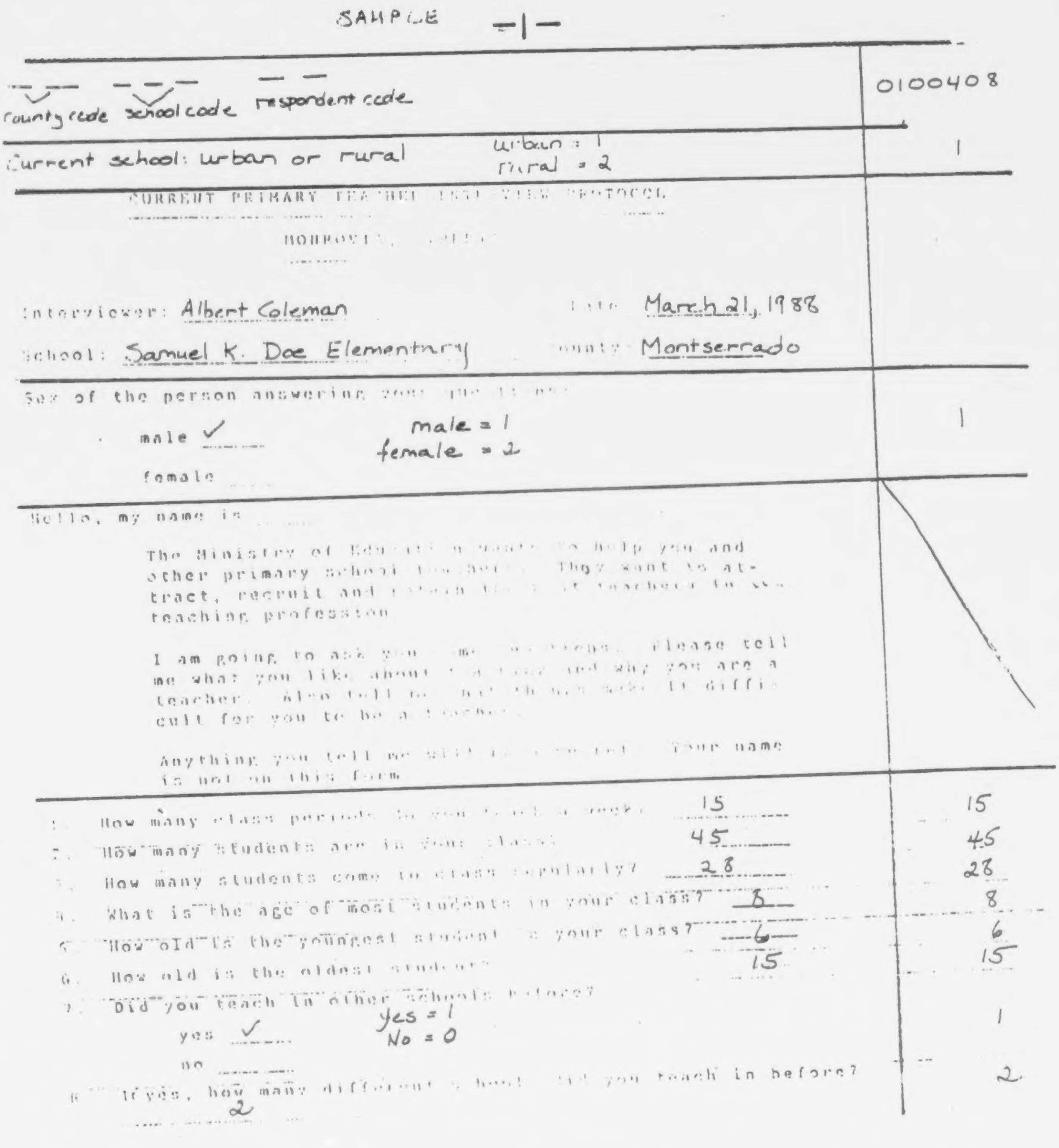
- What are the differences in the response patterns between male and female teachers? (Table 17)
- What are the differences in the response patterns between urban and rural teachers? (Table 18)
- What are the differences in the response patterns between new and experienced teachers? (Table 19)

COMPARISON ACROSS GROUPS

- What are the differences in the response patterns between current and former primary teachers? (Table 20)
- What are the differences in the response patterns between current and prospective primary teachers? (Table 21)
- What are the differences in the response patterns between secondary and primary teachers? (Table 22)

EXHIBIT B

Sample Codes



SAMPLE -1-

__ __ __ __ __ __ __ county code school code respondent code	0100408
Current school: urban or rural urban = 1 rural = 2	1
CURRENT PRIMARY TEACHER INTERVIEW PROTOCOL MONROVIA, LIBERIA Interviewer: Albert Coleman Date March 21, 1988 School: Samuel K. Doe Elementary County Montserrado	
Sex of the person answering your questions male ✓ male = 1 female = 2 female ____	1
Hello, my name is ____ The Ministry of Education wants to help you and other primary school teachers. They want to attract, recruit and retain the best teachers in the teaching profession. I am going to ask you some questions. Please tell me what you like about teaching and why you are a teacher. Also tell me what things make it difficult for you to be a teacher. Anything you tell me will be kept secret. Your name is not on this form.	
1. How many class periods do you teach a week? 15	15
2. How many students are in your class? 45	45
3. How many students come to class regularly? 28	28
4. What is the age of most students in your class? 8	8
5. How old is the youngest student in your class? 6	6
6. How old is the oldest student? 15	15
7. Did you teach in other schools before? yes ✓ yes = 1 No = 0 no ____	1
8. If yes, how many different schools did you teach in before? 2	2

BEST COPY AVAILABLE

9. I want you to tell me about each school you taught before. Was ______ school in a rural or an urban community? (Repeat this question for each school.) urban = 1 rural = 2 rural ______ ______ urban school 1 = rural school 2 = urban rural ______ ______ urban rural ______ ______ urban rural ______ ______ urban	School 1 9A 2 School 2 9b 1
10. Before you became a teacher, did you have a chance to get any other job? yes ______ Yes = 1 no ✓ No = 0	0
11. If yes, what was the job?	0
12. Why did you become a teacher? I like children No other jobs available [see code categories]	4,3
13. Do you think appointment for teaching positions should be done by: Codes 1 i. School Principal? ✓ 2 ii. DEO? 3 iii CEO? 4 iv. Ministry of Education? (Choose one and circle the number chosen)	1
14. Before you became a teacher you had some ideas about the life of a teacher. Is your life as a teacher better than you expected, the same as you expected, or worse than you expected? Codes 1 better than I expected ______ 2 the same as I expected ✓ 3 worse than I expected	2

BEST COPY AVAILABLE

15. In what specific ways is your life as a teacher better than you expected? 0

NONE

16. In what specific ways is your life as a teacher the same as you expected. 1,5

salary, working conditions

[see code categories]

17. In what specific ways is your life as a teacher worse than you expected? 2,1,4

- Salary not paid on time [see code categories]

too many children in class

More than 1 grade in class

18. Compared to what you expected you went into teaching did you find the (READ EACH ITEM) to be better than you did you expected, about the same as you expected or worse than you expected?

Better = 1
Same = 2
Worse = 3

18A Personal satisfaction	__Better ✓Same __Worse	2
18B Textbooks/instructional materials	__Better __Same ✓Worse	3
18C Status in the community	__Better ✓Same __Worse	2
18D Quality of your colleagues	__Better ✓Same __Worse	2
18E Support from the principal	__Better __Same ✓Worse	3
18F Support from the community/parents	__Better ✓Same __Worse	2
18G Opportunities for professional development	✓Better __Same __Worse	1
18H Salary	__Better ✓Same __Worse	2
RI Regularity of payments	__Better __Same ✓Worse	3

BEST COPY AVAILABLE

18J Allowances __Better __Same __Worse 2

18K Job security __Better __Same __Worse 2

18L Number of students in a class __Better __Same __Worse 2

18M Ability of students __Better __Same __Worse 2

18N Classroom conditions (e.g., ventilation, furniture, roof and walls) __Better __Same __Worse 1

18O Location of school __Better __Same __Worse 1

19. Did you ever attend an In-Service teacher training workshop? 1

Yes = 1
No = 0

yes ____

no ____

20. If yes, how many workshops did you attend since you started teaching? __2__ 2

21. I want you to tell me about the last two workshops you attended. For the ____ workshop, how were you selected to attend? (Repeat this question for each workshop attended)

21a 1

21b 3

I	Codes	II
✓ By Principal	1	___ By Principal
___ By DEO	2	___ By DEO
___ By CEO	3	✓ By CEO
___ Ministry Nomination	4	___ Ministry Nomination
___ By other (Please Specify ___ See codes		By other (Please Specify

BEST COPY AVAILABLE

22. How useful were the [illegible] workshops?

Codes
1 a lot ✓
2 somewhat ____
3 not at all ____

1

23. What did you like about the workshops?

Chance to talk to other teachers [see code categories]

Learning new things

1, 4

24. What did you dislike about the workshops?

0 I liked them

0

25. How can we help you become [illegible] teacher?

More inservice C

More materials

3, 4

26. Do you receive your salary [illegible] every month?

Codes
1 yes ____
2 no ✓ ____

2

27. If no, how late is your [illegible] payment? code (# of weeks)

2 months

8

28. Do you think equating teachers salary scheme and conditions of service with that of the civil service will be helpful?

3. Don't Know ✓ ____

Code
1 yes ____
2 no ____

3

29. What do you think of [illegible] students in your class?

Code
1 too many
2 just right ✓
3 too few

1

BEST COPY AVAILABLE

30. What do you think of the differences in the ages of your students?

Code

1 too big ✓ 1

2 okay ___

31. Do you have discipline problems with your students?

Code

1 too much ___ 2

2 some ✓

3 none ___

32. Do you like being a primary school teacher?

Code

1 like it very much ___ 2

2 it is okay ✓

3 don't like it at all ___

33. Tell me two things you like about being a primary school teacher

Children (see code categories) 2, 3

inservice training

34. Tell me two things you dislike about being a primary school teacher.

late pay (see code categories) 4, 2

not enough help

35. Did you ever quit your teaching job before?

Codes

1 yes ✓ 1

2 no ___

36. If yes, why did you quit teaching?

To have a baby (see code categories) 1

BEST COPY AVAILABLE

37. Why did you come back to teaching?

Needed a job (see code categories) 1

38. What is the highest grade you completed in school? 12 12

39. Did you go to a teacher training school or college?

Code

1 yes ✓ 1

0 no

40. How many years was the teacher training program? 1 yr 1

41. Tell me two ways the teacher training helped you.

see code categories Understanding how to teach 1, 4

learning how to make materials

42. Tell me two ways teacher training can be made better.

see code categories more supervised teaching practice 1, 3

better instruction in using textbooks

~~43. If you are given the opportunity with paid leave to participate in a semester of professional training at a teacher training institute, how often should the training be repeated? (Check one of the following)~~

~~(i) Between one and two years~~

~~(ii) Between three and four years~~

~~(iii) Every five years~~

44. What is your monthly salary? $365 365

45. Do you get any allowances?

Codes

1 yes 0

0 no ✓

BEST COPY AVAILABLE

46. If yes, how much is the total of all your allowances per month? Do not get an allowance 0

47. Does the community or the school help you by giving you a room or a house to live?

Code

1 yes ____

0 no ✓ 0

48. Does the community or the school help you by giving you food?

Code

1 yes ____

0 no ✓ 0

49. In what other ways does the community or the school help you? [see code categories] 0

they don't

50. What other help would you like from the community or school?

see code categories

Enforce school discipine 1, 6

Help provide food for children's lunch

51. Do you think providing appropriate allowances for urban, rural and remote teaching will help the teachers?

Code

1 help a little 2

2 help a lot ✓

0 not help at all

52. Do you think paying salaries on time will help primary school teachers?

Code 2

1 help a little

2 help a lot ✓

0 not help at all

BEST COPY AVAILABLE

53. Do you think giving primary school teachers a free (or cheap) housing will help?

Code
1 help a little ____
2 help a lot ✓____ 2
0 not help at all ____

54. Do you think providing more textbooks for students will help primary school teachers?

Code
1 help a little ____
2 help a lot ✓____ 2
0 not help at all ____

55. Do you think providing better textbooks for students will help primary school teachers?

Code
1 help a little ✓____
2 help a lot ____ 1
0 not help at all ____

56. Do you think getting textbooks and materials on time will help primary school teachers?

Code
1 help a little ____
2 help a lot ✓____ 2
0 not help at all ____

57. Do you think having students of the same age in the class will help primary school teachers?

Code
1 help a little 2
2 help a lot ✓
0 not help at all

BEST COPY AVAILABLE

58. Do you think getting more respect from the community will help primary school teachers

Code

1 help a little ____ 2

2 [✓ help a lot] ____

0 not help at all

59. Do you think fewer discipline problems will help primary school teachers?

Code

1 help a little ____ 2

2 [✓ help a lot] ____

0 not help at all

60. Do you think fewer children in the class will help primary school teachers?

Code

1 help a little 2

2 [✓ help a lot] ____

0 not help at all ____

61. Do you think more help from the parents will help primary school teachers?

Code

1 help a little 2

2 [✓ help a lot] ____

0 not help at all

62. Do you think paying higher salaries to qualified teachers will help primary teachers?

Code

1 help a little __ 0

2 help a lot ____

0 [✓ not help at all] ____
want higher salary for all teachers

BEST COPY AVAILABLE

63. Do you think providing more opportunities for inservice training will help primary teachers?

Code
1 help a little
2 help a lot ✓ 2
0 not help at all

---

64. Do you think participation in the activities listed below will help primary teachers?

Code 1 2
64a i. Curriculum development ✓ yes ___ no 1
64b ii. Research ___ yes ✓ no 2
64c iii. Community development ✓ yes ___ no 1

---

65. Do you think the use of team teaching approach to instruction will be helpful to primary teachers?

Code
1 yes ___
2 no ✓ 2

---

66. Do you think that giving primary teachers a greater role in school management will help them?

Code
1 help a little ✓ 1
2 help a lot
0 not help at all

---

67. Do you think more help from principals will help primary school teachers?

Code
1 help a little
2 help a lot ✓ 2
0 not help at all

---

68. Do you think changing the time school begins and ends everyday will help primary school teachers?

Code
1 help a little
2 help a lot ___
0 not help at all ✓ not in my city school 0

BEST COPY AVAILABLE

69. Do you think changing the month school begins and ends every year will help primary school teachers?

Code
1 help a little
2 help a lot
0 not help at all ✓ not in the city

0

70. Do you think giving prizes or extra money for hard-working primary school teachers will help?

Code
1 help a little
2 help a lot ✓
0 not help at all

2

71. Do you think firing lazy primary school teachers will help?

Code ✓
1 help a little
2 help a lot
0 not help at all

1

72. Here is a list of 15 ideas to help primary school teachers. Which six of these are the best? Please rank them by writing their rank on the line provided after the idea. (1 is the highest, 6 is the lowest)

Code
6 = 1st choice
5 = 2nd choice
1 = 6th choice

LIST OF IDEAS

72A. Exposing teachers to new materials ______

72B. Developing skills to cope with changes in society ______

72C. Promoting personal fulfilment

72D. Learning new skills, strategies and techniques 1st ✓ ______ 6

72E. Pursuing advanced degree beyond present level 5th ✓ ______ 2

72F. Doing courses in school administration ______

BEST COPY AVAILABLE

2G Giving [illegible]

2H increasing teacher-student [illegible]

2I Getting teacher [illegible] and understanding [illegible]

2J Minimizing political and [illegible] influence on school administration ✓ 4rth 3

2K Providing remediation act[illegible]

2L Ensuring job security 5

2M Offering opportunity for [illegible] 2nd choice ✓ 4

2N Providing options to transfer to [illegible] school [illegible] serving for three year[illegible] 3rd ✓ 1

2O Making principals [illegible] school budget 6th ✓

Do you have any other [illegible]? 1

Code
1 yes ✓
0 no

If yes, [illegible]? [see code categories] 3

Drive a taxi

Do you farm, fish, keep animals, [illegible] food? 1

Code
1 yes ✓
0 no

BEST COPY AVAILABLE

EXHIBIT C

Sample Categories and Codes for Open-Ended Questions

Item: Why do you like primary teaching?

Response Categories:

- 1. Teaching is an important job
- 2. I like children
- 3. It gives me opportunities for more education
- 4. I like the other teachers/ I like the school
- 5. I like to stay in my home town
- 6. The hours allow me to be home when my children are home
- 7. The salary

Item: What other job do you have?

Response Categories:

- 1. Day labor
- 2. Work in a shop
- 3. Drive a taxi
- 4. Work in cookshop/bar
- 5. Teach/tutor after school hours
- 6. Sell things

EXHIBIT D

Sample Tables

TABLE 1

TEACHER REACTIONS TO TEACHER TRAINING

	RESPONSES	No.	%
WHAT TEACHERS LIKED	1. Learning how to teach . . 4. Learning how to make materials		

	RESPONSES	No.	%
SUGGESTIONS FOR IMPROVEMENT	1. More supervised teaching practice 3. Better instruction in the of texts		

TABLE 2

TEACHER REACTIONS TO INSERVICE TEACHER TRAINING

	RESPONSES	No.	%
WHAT TEACHERS LIKED	1. Talk to other teachers . . 4. Learn new things		

	RESPONSES	No.	%
WHAT TEACHERS DISLIKED	1. . . 3. .		

Note: Number of teachers is greater than ______(add sample size) since teachers were invited to give two responses to each question.

TABLE 3

TEACHER PERCEPTIONS OF ASSISTANCE NEEDED

RESPONSES	No.	%
1. Provide more inservice training		
.		
.		
.		
.		
.		
.		
10. Provide guides and texts		

Note: Number of teachers is greater than _______(add sample size) since teachers were invited to give more than one response to each question.

TABLE 4

REASONS REPORTED FOR BECOMING A TEACHER

RESPONSES	No.	%
.		
3. No other jobs available		
4. I like children		
.		
.		
.		
.		
10. Provide guides and texts		

Note: Number of teachers is greater than _______(add sample size) since teachers were invited to give more than one response to each question.

TABLE 5

PERCEPTIONS OF WHO SHOULD HIRE TEACHERS

RESPONSES	No.	%
1. The school principal		
2. The District Education Officer		
3. The County Education Officer		
4. The Ministry of Education		

TABLE 6

TEACHERS EXPECTATIONS OF TEACHING VERSUS THEIR EXPERIENCE

RESPONSES	No.	%
1. Better than expected		
2. The same as expected		
3. Worse than expected		

TABLE 7

TEACHER COMPARISONS OF EXPECTATIONS WITH EXPERIENCE

TEACHING IS BETTER THAN EXPECTED	No.	%
1. 2. 3. 4. . . .		
TEACHING IS THE SAME AS EXPECTED		
1. 2. 3. 4. . . .		
TEACHING IS WORSE THAN EXPECTED		
1. 2. 3. 4. . . .		

Note: Number of teachers is greater than _______(add sample size) since teachers were invited to give more than one response to each question.

TABLE 8

TEACHER EXPERIENCES COMPARED WITH SPECIFIC EXPECTATIONS

	EXPERIENCE		
EXPECTATIONS	BETTER	SAME	WORSE
	No. (%)	No. (%)	No. (%)
1. Personal satisfaction			
2. Textbooks/materials			
3. Status in the community			
4. Quality of your colleagues			
5. Support from the principal			
6. Support from the community/ parents			
7. Opportunities for professional development			
8. Salary			
9. Regularity of payment			
10. Allowances			
11. Job security			
12. No. of students in a class			
13. Ability of students			
14. Classroom conditions			
15. Location of the school			

TABLE 9

TEACHERS' SECOND JOBS

RESPONSES	No.	%
1. Day labor		
2. Work in a shop		
3. Drive a taxi		
4. Work in a cookshop/bar		
5. Teach/tutor after school hours		
6. Sell things		
.		
.		
.		

TABLE 10

TEACHER RESPONSES TO WORKING CONDITIONS

RESPONSES	No.	%
A. The Number of Students in Class		
1. Too many students in class 2. Right number of students in class 3. Too few students in class		
B. Age Range in Class		
1. Too large 2. Age range is appropriate		
C. Discipline Problems		
1. Too many discipline 2. Some discipline problems 3. No discipline problems		

TABLE 11

TEACHER REACTIONS TO PRIMARY TEACHING

	RESPONSES	No.	%
WHAT TEACHERS LIKE	1. 2. Children 3. Inservice training 4.		

	RESPONSES	No.	%
WHAT TEACHERS DISLIKE	1. . 2. Inadequate assistance . 4. Late pay .		

Note: Number of teachers is greater than ______(add sample size) since teachers were invited to give two responses to each question.

BEST COPY AVAILABLE

TABLE 12

CURRENT TEACHER REASONS FOR LEAVING AND RE-ENTERING TEACHING

	RESPONSES	No.	%
REASONS FOR LEAVING	1. To have a child 2. 3. 4.		

	RESPONSES	No.	%
REASONS FOR RETURNING	1. Needed a job 2.		

TABLE 13

TYPES OF COMMUNITY SUPPORT REPORTED BY TEACHERS

TYPES OF COMMUNITY SUPPORT	No.	%
1.		
.		
.		
.		
.		
.		
.		
.		
.		
.		
10.		

Note: Number of teachers is greater than _______(add sample size) since teachers were invited to give more than one response to each question.

TABLE 14

TYPES OF COMMUNITY SUPPORT TEACHERS WOULD LIKE

TYPES OF COMMUNITY SUPPORT	No.	%
1.		
.		
.		
.		
.		
.		
.		
.		
.		
10.		

Note: Number of teachers is greater than _______ (add sample size) since teachers were invited to give more than one response to each question.

TABLE 17

PERCEPTIONS OF TEACHER INCENTIVES
CURRENT PRIMARY TEACHERS
MALE VS. FEMALE TEACHERS

Type of Incentive	Male			Female		
	0*	1*	2*	0*	1*	2*
1. Allowances						
2. Timely salary payments						
3. Free (or cheap) housing						
4. More textbooks						
5. Better textbooks						
6. Timely delivery of textbks						
7. Students of same age						
8. More respect from the community						
9. Fewer discipline problems						
10. Fewer students						
11. More help from parents						
12. Higher salaries to qualified teachers						
13. More opportunities for inservice training						
14. Teacher participation in curriculum developmt.						
15. Teacher participation in research						
16. Teacher participation in community developmt.						
17. Team teaching						
18. Greater role in school management						

* 0 = Percentage of teachers who think the incentive will not help at all
1 = Percentage of teachers who think the incentive will help a little
2 = Percentage of teachers who think the incentive will help a lot

TABLE 18

PERCEPTIONS OF TEACHER INCENTIVES
CURRENT PRIMARY TEACHERS
URBAN VS. RURAL TEACHERS

Type of Incentive	Urban			Rural		
	0*	1*	2*	0*	1*	2*
1. Allowances						
2. Timely salary payments						
3. Free (or cheap) housing						
4. More textbooks						
5. Better textbooks						
6. Timely delivery of textbk						
7. Students of same age						
8. More respect from the community						
9. Fewer discipline problems						
10. Fewer students						
11. More help from parents						
12. Higher salaries to qualified teachers						
13. More opportunities for inservice training						
14. Teacher participation in curriculum developmt.						
15. Teacher participation in research						
16. Teacher participation in community developmt.						
17. Team teaching						
18. Greater role in school management						

* 0 = Percentage of teachers who think the incentive will not help at all
1 = Percentage of teachers who think the incentive will help a little
2 = Percentage of teachers who think the incentive will help a lot

BEST COPY AVAILABLE

TABLE 19

PERCEPTIONS OF TEACHER INCENTIVES
PRIMARY TEACHERS
NEW VS. EXPERIENCED TEACHERS

Type of Incentive	New			Experienced		
	0*	1*	2*	0*	1*	2*
1. Allowances						
2. Timely salary payments						
3. Free (or cheap) housing						
4. More textbooks						
5. Better textbooks						
6. Timely delivery of textbks						
7. Students of same age						
8. More respect from the community						
9. Fewer discipline problems						
10. Fewer students						
11. More help from parents						
12. Higher salaries to qualified teachers						
13. More opportunities for inservice training						
14. Teacher participation in curriculum developmt.						
15. Teacher participation in research						
16. Teacher participation in community developmt.						
17. Team teaching						
18. Greater role in school management						

* 0 = Percentage of teachers who think the incentive will not help at all
1 = Percentage of teachers who think the incentive will help a little
2 = Percentage of teachers who think the incentive will help a lot

BEST COPY AVAILABLE

TABLE 20

PERCEPTIONS OF TEACHER INCENTIVES

CURRENT VS. FORMER PRIMARY TEACHERS

Type of Incentive	Current			Former		
	0*	1*	2*	0*	1*	2*
1. Allowances						
2. Timely salary payments						
3. Free (or cheap) housing						
4. More textbooks						
5. Better textbooks						
6. Timely delivery of textbks						
7. Students of same age						
8. More respect from the community						
9. Fewer discipline problems						
10. Fewer students						
11. More help from parents						
12. Higher salaries to qualified teachers						
13. More opportunities for inservice training						
14. Teacher participation in curriculum developmt.						
15. Teacher participation in research						
16. Teacher participation in community developmt.						
17. Team teaching						
18. Greater role in school management						

* 0 = Percentage of teachers who think the incentive will not help at all
1 = Percentage of teachers who think the incentive will help a little
2 = Percentage of teachers who think the incentive will help a lot

TABLE 21

PERCEPTIONS OF TEACHER INCENTIVES CURRENT VS. PROSPECTIVE PRIMARY TEACHERS

Type of Incentive	Current			Prospective		
	0*	1*	2*	0*	1*	2*
1. Allowances						
2. Timely salary payments						
3. Free (or cheap) housing						
4. More textbooks						
5. Better textbooks						
6. Timely delivery of textbks						
7. Students of same age						
8. More respect from the community						
9. Fewer discipline problems						
10. Fewer students						
11. More help from parents						
12. Higher salaries to qualified teachers						
13. More opportunities for inservice training						
14. Teacher participation in curriculum developmt.						
15. Teacher participation in research						
16. Teacher participation in community developmt.						
17. Team teaching						
18. Greater role in school management						

* 0 = Percentage of teachers who think the incentive will not help at all
1 = Percentage of teachers who think the incentive will help a little
2 = Percentage of teachers who think the incentive will help a lot

TABLE 22

PERCEPTIONS OF TEACHER INCENTIVES
PRIMARY VS. SECONDARY TEACHERS

Type of Incentive	Primary			Secondary		
	0*	1*	2*	0*	1*	2*
1. Allowances						
2. Timely salary payments						
3. Free (or cheap) housing						
4. More textbooks						
5. Better textbooks						
6. Timely delivery of textbks						
7. Students of same age						
8. More respect from the community						
9. Fewer discipline problems						
10. Fewer students						
11. More help from parents						
12. Higher salaries to qualified teachers						
13. More opportunities for inservice training						
14. Teacher participation in curriculum developmt.						
15. Teacher participation in research						
16. Teacher participation in community developmt.						
17. Team teaching						
18. Greater role in school management						

* 0 = Percentage of teachers who think the incentive will not help at all
1 = Percentage of teachers who think the incentive will help a little
2 = Percentage of teachers who think the incentive will help a lot

Appendix C

CURRENT PRIMARY TEACHER INTERVIEW PROTOCOL

MONROVIA, LIBERIA

Interviewer: ______________________________ Date: __________

School: __________________________________ County: __________

Sex of the person answering your questions:

male _____

female _____

Hello, my name is ______________________________.

The Ministry of Education wants to help you and other primary school teachers. They want to attract, recruit and retain the best teachers in the teaching profession.

I am going to ask you some questions. Please tell me what you like about teaching and why you are a teacher. Also tell me what things make it difficult for you to be a teacher.

Anything you tell me will be a secret. Your name is not on this form.

1. How many class periods do you teach a week? __________
2. How many students are in your class? ______________
3. How many students come to class regularly? __________
4. What is the age of most students in your class? _____
5. How old is the youngest student in your class? _____
6. How old is the oldest student? ______________________
7. Did you teach in other schools before?

   yes _____

   no _____
8. If yes, how many different schools did you teach in before?

   ____

BEST COPY AVAILABLE

9. I want you to tell me about each school you taught before. Was ________ school in a rural or an urban community?

(Repeat this question for each school.)

rural ________ ________ urban
rural ________ ________ urban
rural ________ ________ urban
rural ________ ________ urban

10. Before you became a teacher, did you have a chance to get any other job?

yes ________
no ________

11. If yes, what was the job? ________________________________

12. Why did you become a teacher?

13. Do you think appointment for teaching positions should be done by:

i. School Principal?
ii. DEO?
iii CEO?
iv. Ministry of Education?

(Choose one and circle the number chosen)

14. Before you became a teacher you had some ideas about the life of a teacher. Is your life as a teacher better than you expected, the same as you expected, or worse than you expected?

better than I expected ______
the same as I expected ______
worse than I expected ______

15. In what specific ways is your life as a teacher better than you expected?

16. In what specific ways is your life as a teacher the same as you expected.

17. In what specific ways is your life as a teacher worse than you expected?

18. Compared to what you expected you went into teaching did you find the (READ EACH ITEM) to be better than you expected, about the same as you expected or worse than you expected?

Personal satisfaction	__Better	__Same	__Worse
Textbooks/instructional materials	__Better	__Same	__Worse
Status in the community	__Better	__Same	__Worse
Quality of your colleagues	__Better	__Same	__Worse
Support from the principal	__Better	__Same	__Worse
Support from the community/parents	__Better	__Same	__Worse
Opportunities for professional development	__Better	__Same	__Worse
Salary	__Better	__Same	__Worse
Regularity of payments	__Better	__Same	__Worse

Allowances __Better__Same__Worse

Job security __Better__Same__Worse

Number of students in a class__Better__Same__Worse

Ability of students __Better__Same__Worse

Classroom conditions __Better__Same__Worse
(e.g., ventilation, furniture,
roof and walls)

Location of school __Better__Same__Worse

19. Did you ever attend an In-Service teacher training workshop?

    yes _____

    no _____

20. If yes, how many workshops did you attend since you started teaching? ______

21. I want you to tell me about the last two workshops you attended. For the _____ workshop, how were you selected to attend? (Repeat this question for each workshop attended)

I	II
____By Principal	____ By Principal
___ By DEO	____ By DEO
___ By CEO	____ By CEO
___ Ministry Nomination	____ Ministry Nomination
___ By other (Please Specify	____ By other (Please Specify

22. How useful were the teacher training workshops?

a lot _____

somewhat _____

not at all _____

23. What did you like about the workshops?

____

____

24. What did you dislike about the workshops?

____

____

25. How can we help you become a better teacher?

____

____

26. Do you receive your salary regulary every month?

yes _____

no _____

27. If no, how late is your salary payment?

28. Do you think equating teachers salary scheme and conditions of service with that of the civil service will be helpful?

yes _____

no _____

29. What do you think about the number of students in your class?

too many _____

just right _____

too few _____

30. What do you think of the differences in the ages of your students?

too big _____

okay _____

31. Do you have discipline problems with your students?

too much _____

some _____

none _____

32. Do you like being a primary school teacher?

like it very much _____

it is okay _____

don't like it at all _____

33. Tell me two things you like about being a primary school teacher.

____

____

34. Tell me two things you dislike about being a primary school teacher.

____

____

35. Did you ever quit your teaching job before?

yes _____

no _____

36. If yes, why did you quit teaching?

____

____

37. Why did you come back to teaching?

____

____

38. What is the highest grade you completed in school? ____

39. Did you go to a teacher training school or college?

yes _____

no _____

40. How many years was the teacher training program? _____

41. Tell me two ways the teacher training helped you.

____

____

42. Tell me two ways teacher training can be made better.

____

____

43. If you are given the opportunity with paid leave to participate in a semester of professional training at a teacher training institute, how often should the training be repeated? (Check one of the following)

_____ (i) Between one and two years

(ii) Between three and four years

(iii) Every five years

44. What is your monthly salary? ___________

45. Do you get any allowances?

yes _____

no _____

46. If yes, how much is the total of all your allowances per month? __________

47. Does the community or the school help you by giving you a room or a house to live?

yes _____

no _____

48. Does the community or the school help you by giving you food?

yes _____

no _____

49. In what other ways does the community or the school help you?

____

____

50. What other help would you like from the community or school?

____

____

51. Do you think providing appropriate allowances for urban, rural and remote teaching will help the teachers?

help a little _____

help a lot _____

not help at all _____

52. Do you think paying salaries on time will help primary school teachers?

help a little _____
help a lot _____
not help at all _____

53. Do you think giving primary school teachers a free (or cheap) housing will help?

help a little _____

help a lot _____

not help at all _____

54. Do you think providing more textbooks for students will help primary school teachers?

help a little _____

help a lot _____

not help at all _____

55. Do you think providing better textbooks for students will help primary school teachers?

help a little _____
help a lot _____
not help at all _____

56. Do you think getting textbooks and materials on time will help primary school teachers?

help a little _____

help a lot _____

not help at all _____

57. Do you think having students of the same age in the class will help primary school teachers?

help a little _____
help a lot _____
not help at all _____

58. Do you think getting more respect from the community will help primary school teachers?

help a little _____

help a lot _____

not help at all _____

59. Do you think fewer discipline problems will help primary school teachers?

help a little _____

help a lot _____

not help at all _____

60. Do you think fewer children in the class will help primary school teachers?

help a little _____

help a lot _____

not help at all _____

61. Do you think more help from the parents will help primary school teachers?

help a little _____

help a lot _____

not help at all _____

62. Do you think paying higher salaries to qualified teachers will help primary teachers?

help a little _____

help a lot _____

not help at all

63. Do you think providing more opportunities for inservice training will help primary teachers?

help a little _____

help a lot _____

not help at all _____

64. Do you think participation in the activities listed below will help primary teachers?

i. Curriculum development ____yes ____ no

ii. Research ____yes ____ no

iii. Community development ____yes ____ no

65. Do you think the use of team-teaching approach to instruction will be helpful to primary teachers?

yes ____

no ____

66. Do you think that giving primary teachers a greater role in school management will help them?

help a little ____

help a lot ____

not help at all ____

67. Do you think more help from principals will help primary school teachers?

help a little ____

help a lot ____

not help at all ____

68. Do you think changing the time school begins and ends everyday will help primary school teachers?

help a little ____
help a lot ____
not help at all ____

69. Do you think changing the month school begins and ends every year will help primary school teachers?

help a little ____

help a lot ____

not help at all ____

70. Do you think giving prizes or extra money for hard-working primary school teachers will help?

help a little ____

help a lot ____

not help at all ____

71. Do you think firing lazy primary school teachers will help?

help a little ____

help a lot ____

not help at all ____

72. Here is a list of 15 ideas to help primary school teachers. Which six of these are the best? Please rank them by writing their rank on the line provided after the idea. (1 is the highest - 15 the lowest)

LIST OF IDEAS

1. Exposing teachers to new materials ____
2. Developing skills to cope with changes in society ____
3. Promoting personal fulfilment ____
4. Learning new skills, strategies and techniques ____
5. Pursuing advanced degree beyond present level ____
6. Doing courses in school administration ____

7. Giving teachers more out-of-classroom responsibilities ________

8. Increasing teacher-student contact hours ________

9. Getting teacher supervisors to become more cooperative and understanding in doing their work ________

10. Minimizing political and community leader's influence on school administration ________

11. Providing remediation activities for teachers ________

12. Ensuring job security ________

13. Offering opportunity for a second job ________

14. Providing options to transfer to another school after serving for three years in any one school ________

15. Making principals more accountable for school budget.____

73. Do you have any other job?

yes ____

no ____

74. If yes, what job?

____

____

75. Do you farm, fish, keep animals, or hunt for food?

yes ____

no ____

76. Do you make money any other way?

yes _____

no _____

77. Do you receive money from any one else?

yes _____

no _____

78. Is there anything else you would like to tell us about your experience as a teacher?

THANK YOU VERY MUCH FOR TAKING THE TIME TO SHARE YOUR IDEAS.

FORMER PRIMARY TEACHER INTERVIEW PROTOCOL
MONROVIA, LIBERIA

Interviewer: Interview Date:

Sex of the Interviewee: Male ____
(From observation) Female ____

Hello, my name is ______________________________

The Ministry of Education intends to provide better incentives and conditions of service for teachers in order to attract, recruit and retain the best teachers in our schools. I would like you to help identify those things you liked most about teaching and what factors and conditions made you to leave teaching. Your name will not appear on the form and all you say will be treated in confidence.

---

1. How many years has it been since you left teaching? (Interviewer: if more than 5 years, stop interview)

   ____

---

2. In your last teaching job was the place you worked an urban or rural school?

   ____urban ____rural

---

3. How many class periods did you teach a week?

   ____

---

4. How many years did you teach?

   ____

BEST COPY AVAILABLE

5. How many students were in each of the class(es) you taught?

Class	No. of students
1.	
2.	
3.	

6. How many other teaching job did you have?

Where were they?

1. ____urban ____rural
2. ____urban ____rural
3. ____urban ____rural

7. If you had any other employment opportunities at the time you decided to become a teacher, would you have preferred them to teaching?

____yes ____no

8. Should appointments for teaching positions be done by:

(i) School principals?

(ii) DEO?

(iii) Ministry of Education?

(Choose one and circle the number chosen)

9. Thinking about your decision to become a teacher, what were the important reasons that made you to decide on teaching?

10. What two important things you found most satisfying about the teaching profession?

11. What two things you found least satisfying about the teaching profession?

12. What were your reasons for leaving teaching?

13. What is the highest grade you completed?

14. What important things could make a difference to you in your teaching?

15. Compared to what you expected at the time you went into teaching, did you find the READ EACH ITEM) to be better than you expected, about the same as you expected or worse than you expected?

Salary ___better ___about the same ___worse

Allowances ___better ___about the same ___worse

Materials and supplies you have to work with ___better ___about the same ___worse

Status in the community ___better ___about the same ___worse

Quality of the colleagues you work with ___better ___about the same ___worse

Job security ___better ___about the same ___worse

Opportunities for secondary employment ___better ___about the same ___worse

Control of your own work ___better ___about the same ___worse

16. Did you have any preservice training? ___yes ___no

How long was the training?

17. Was the preservice training:

(i) adequate? ___yes ___no

(ii) appropriate? ___yes ___no

(iii) relevant? ___yes ___no

18. What two things you most liked about the training?
1.
2.

19. What two things you most disliked about the training?
1.
2.

BEST COPY AVAILABLE

20. While a primary teacher, did you attend any inservice training?

___yes ___no

If so, what was the content and how long was the training?

content duration

21. Was the training adequate to make you a better teacher?

___yes ___no

22. Would you recommend that similar training be continued for other teachers?

___yes ___no

23. State two ways the training helped you.

1.

2.

24. In what ways do you think it can be improved.

25. Is it likely you may return to teaching in the next five years?

___yes ___no

26. If no, what would it take to get you to return to teaching?

BEST COPY AVAILABLE

27. At the time you were a teacher did you have other sources of income?

___yes ___no

28. If yes, what were they, how much did you get, and how many hours you worked at them a day?

Source	Amount	Hours per day

29. Would you have remained a teacher if the conditions of service were the same as the civil service?

___yes ___no

30. Are you employed at present?

___yes ___no

31. If yes, what job are you doing now and what is your salary and/or allowance? (NOTE: if a primary teacher has become a secondary teacher this should be considered a new job)

Job	Salary/Allowance

32. Were you given any additional training for the new job?

___yes ___no

If yes what was the training like?

BEST COPY AVAILABLE

33. I would like you to rate some of the aspects of your present job compared to teaching. Is the (READ EACH ITEM) better in your present job than it was a primary teaching?

Salary ___yes ___no

Allowances ___yes ___no

Personal satisfaction ___yes ___no

Materials and supplies you have to work with ___yes ___no

Status in the community ___yes ___no

Quality of the colleagues you work with ___yes ___no

Job security ___yes ___no

Opportunities for secondary employment ___yes ___no

Control of your own work ___yes ___no

34. On the whole, are you satisfied with your present job?

___yes ___no

---

35. I'll now read you some steps that might be taken to encourage good teachers to remain in the teaching profession. For each step, please tell me whether you think it will help a lot, help a little, or not help at all to keep good people in teaching.

(READ EACH STATEMENT)

Providing higher salaries __help a little__help a lot__not help at all

---

Providing appropriate allowances for both rural and remote teaching __help a little__help a lot__not help at all

---

Paying salaries on time __help a little__help a lot__not help at all

---

Providing free or cheap housing __help a little__help a lot__not help at all

---

Providing better textbooks and instructional materials __help a little__help a lot__not help at all

---

Supplying better textbooks/on time __help a little__help a lot__not help at all

---

Having students who are more motivated to learn __help a little__help a lot__not help at all

---

Improving the status of the teacher in the community __help a little__help a lot__not help at all

---

BEST COPY AVAILABLE

Providing a greater role in the management of the school

__help a little__help a lot__not help at all

Reducing discipline problems

__help a little__help a lot__not help at all

Reducing unnecessary rules and regulations that waste teacher's time

__help a little__help a lot__not help at all

Reducing class size

__help a little__help a lot__not help at all

Having more parental involvement with schools

__help a little__help a lot__not help at all

Providing better classroom facilities

__help a little__help a lot__not help at all

Providing more opportunities for promotion

__help a little__help a lot__not help at all

Providing more for inservice training

__help a little__help a lot__not help at all

Reducing the age range of the students in the classroom

__help a little__help a lot__not help at all

Providing opportunities for teachers to work more collaboratively in the schools

__help a little__help a lot__not help at all

Providing more support to
the principal and staff
__help a little__help a lot__not help at all

Changing the school schedule
and calendar to better meet the
needs of the teachers and students
__help a little__help a lot__not help at all

Encouraging greater support
from the community and parents
__help a little__help a lot__not help at all

Providing bonuses and allowances
__help a little__help a lot__not help at all

Making only deserving teachers
permanent
__help a little__help a lot__not help at all

Making principals accountable
for mismanagement of school
funds and facilities
__help a little__help a lot__not help at all

Basing appointments strictly
on qualification and experience
__help a little__help a lot__not help at all

Providing greater student
particiapation in school management
__help a little__help a lot__not help at all

Providing independent officials
channel to petition for wrongful
dismissal
__help a little__help a lot__not help at all

Officially recognizing and allowing principals and/or teachers associations, organizations and unions to function independently __help a little__help a lot__not help at all

---

36. Which three of these do you think are the most important? Name them in order of importance.

1.

2.

3.

---

37. Is there anything else you would like to tell me about your experience as a teacher?

THANK YOU VERY MUCH FOR TAKING THE TIME TO SHARE YOUR EXPERIENCE

****

PROSPECTIVE PRIMARY TEACHER INTERVIEW PROTOCOL
MONROVIA, LIBERIA

Interviewer: Interview Date:

Sex of the interviewee: Male ______

(From Observation) Female ______

Hello, my name is ____________________. The Government of Liberia through the Ministry of Education intends to improve the welfare of teachers by providing better incentives for teaching. Since government intends to attract, recruit and retain the best teachers for and in the profession, it is hoped that an improved incentive system would enable the government to achieve its objectives. As a prospective primary teacher, I would like you to help identify those factors and conditions that could improve the present incentive system. The information you provide will be treated in confidence and your name will not appear on the interview form.

1. What is your standing now at this institution?

   a. University

   ______ freshman ______ junior

   ______ sophomore ______ senior

   b. Rural Teacher Training Institution

   ______ incoming ______ graduating

---

2. What is your major and minor area of concentration?

   ______ major ______ minor

3. On the whole, how would you rate the program you are pursuing now?

____ Extremely satisfactory

____ Very satisfactory

____ Satisfactory

____ Neither satisfactory nor dissatisfactory

____ Not very satisfactory

____ Very unsatisfactory

____ Completely dissatisfactory

4. Name two things you find most satisfying about this program.

____

____

5. Name two things you find least satisying about this program.

____

____

6. Have you ever considered leaving this program?

____ yes

____ no

7. If yes, what were your reasons?

____

____

8. What was the highest grade you completed in school?

9. Have you taught in a primary school?

______ yes

______ no

10. If yes, how many years did you spend teaching?

______ years

11. Was the number of years you taught continous or not?

______ continous

______ not continous

12. How many different schools (public/private) did you teach in before?

______ public

______ private

13. I want you to tell me about each school you taught before. Was __________ school in a rural or urban community? (Repeat this questions for each school).

(i) ______ rural ______ urban

(ii) ______ rural ______ urban

(iii) ______ rural ______ urban

14. Before you decided to pursue teaching as a career, did you have a chance to get into any other job?

_____ yes

_____ no

15. If yes, what was the job?

16. Why did you decide to train as a teacher?

17. Before you decided to train as a teacher you had some ideas about teaching and the teaching profession. Have your ideas about teaching and the teaching profession changed positively or remained the same or changed negatively.

_____ changed positively

_____ remained the same

_____ changed negatively

18. Now that you are being trained as a teacher what would retain you as a teacher when you are on the job?

19. In what specific ways could your life as a teacher be made pleasant?

---

20. In what specific ways could your life as a teacher be made unpleasant?

---

21. Have you ever attended an In-Service teacher training workshop?

______ yes

______ no

---

22. If yes, how many workshops have you attended since you started this program?

---

23. I want you to tell me about any two workshops you attended. For the ________ workshop, how were you selected to attend? (Repeat this question for each workshop attended).

I	II
______ By Principal	______ By Principal
______ By DEO	______ By DEO
______ By CEO	______ By CEO
______ By Mininistry nomination	______ By Ministry nomination
______ By Other (Please specify)	______ By Other (Please specify)

---

24. How useful were the training workshops?

______ a lot

______ somewhat

______ not at all

---

25. What did you like about the workshops?

____

____

26. What did you dislike about the workshops?

____

____

27. How could the workshops be improved?

____

____

28. Do youthink equating teachers salary scheme and conditions of service with that of the Civil Service will be helpful,

______ yes

______ no

29. Should appointments for teaching positions be done by:

(i) School Principal?

(ii) DEO?

(iii) CEO?

(iv) Ministry of Education?

(Choose one and circle the number chosen)

30. I will now read you some steps that might be taken to encourage good teachers to remain in the teaching profession. For each step, please tell me whether you think it will help a little, help a lot, or not help at all to keep good people in teaching. (READ EACH STATEMENT)

Providing higher salaries

_____ Help a little _____ Help a lot _____ Not help at all

Providing appropriate allowances for both rural and remote teaching

_____ Help a little _____ Help a lot _____ Not help at all

Providing salaries on time

_____ Help a little _____ Help a lot _____ Not help at a

Providing housing

_____ Help a little _____ Help a lot _____ Not help at a

Providing better textbooks and instructional materials

_____ Help a little _____ Help a lot _____ Not help at all

Supplying textbooks and/or materials on time

_____ Help a little _____ Help a lot _____ Not help at all

Having students who are more motivated to learn

_____ Help a little _____ Help a lot _____ Not help at all

Improving the status of teachers in the community

_____ Help a little _____ Help a lot _____ Not help at all

Providing a greater role in the management of the school

_____ Help a little _____ Help a lot _____ Not help at all

Reducing discipline problems

_____ Help a little _____ Help a lot _____ Not help at all

Reducing unnecessary rules and regulations that waste teacher's time

_____ Help a little _____ Help a lot _____ Not help at all

Reducing class size

_____ Help a little _____ Help a lot _____ Not help at all

Having more parental involvement with schools

_____ Help a little _____ Help a lot _____ Not help at all

Providing more opportunities for inservice training

_____ Help a little _____ Help a lot _____ Not help at all

Providing better classroom facilities

_____ Help a little _____ Help a lot _____ Not help at all

Providing more opportunities for promotion

_____ Help a little _____ Help a lot _____ Not help at all

Reducing the age range of the students in the classroom

_____ Help a little _____ Help a lot _____ Not help at all

Providing opportunities for teachers to work more collaboratively in the schools

_____ Help a little _____ Help a lot _____ Not help at all

Changing the school schedule and calender to better meet the needs of the teachers and students

_____ Help a little _____ Help a lot _____ Not help at all

Providiing more support to the principal and staff

_____ Help a little _____ Help a lot _____ Not help at all

Encouraging greater support from the community and parents

_____ Help a little _____ Help a lot _____ Not help at all

Providing bonuses and allowances

_____ Help a little _____ Help a lot _____ Not help at all

Making only the deserving teachers permanent

_____ Help a little _____ Help a lot _____ Not help at all

Making principals accountable for mismanagement of school facilities

_____ Help a little _____ Help a lot _____ Not help at all

Basing appointments strictly on qualification and experience

_____ Help a little _____ Help a lot _____ Not help at all

Providing greater student participation in school management

_____ Help a little _____ Help a lot _____ Not help at all

Reducing influence of local politicians on school management

_____ Help a little _____ Help a lot _____ Not help at all

Providing independent body through which petition can be made by principals and/or staff for wrongful dismissal

_____ Help a little _____ Help a lot _____ Not help at all

Officially recognizing and allowing principals and/or teachers associations, organizations and unions to function idependently

_____ Help a little _____ Help a lot _____ Not help at all

---

31. Here is a list of 15 ideas to help primary school teachers. Which six of these are the best? Please rank them by writing their rank on the line provided after the idea. (No. 1 is the highest and No. 6 is the lowest).

LIST OF IDEAS

1. Exposing teachers to new materials ____________
2. Developing skills to cope with changes in society ____________
3. Promoting personal fulfilment __________
4. Learning new skills, strategies and techniques ____________
5. Pursuing advanced degree beyond present level ____________
6. Doing courses in school administration ______________
7. Giving teachers more out-of-classroom responsibilities ____
8. Increasing teacher-student contact hours _______________
9. Getting teacher supervisors to become more cooperative and understanding in doing their work ____________
10. Minimizing political and community leaders' influence on school administration ___________
11. Providing remediation activities for teachers ________
12. Ensuring job security ____________
13. Offering opportunity for a second job __________
14. Providing options to transfer to another school after serving for three years in any one school ____________
15. Making principals more accountable for school budget _______

BEST COPY AVAILABLE

SECONDARY TEACHER INTERVIEW PROTOCOL

Interviewer: Interview Date:

Sex of the Interviewee: Male _____

(From Observation Female____

Hello, my name is ____________________________. The Government of Liberia through the Ministry of Education is interested in improving the welfare of teachers by providing better incentives for teaching. It is hoped that the incentives would help in the process to attract, recruit and retain the best teachers in the profession. I would like you to help identify those factors and conditions that could enable the government to accomplish this goal. The information you give will be treated in confidence and your name will not appear on the interview form.

---

1. How many years have you been teaching?

_____ years

(Interviewer: If less than 2 years, stop interview)

---

2. Do you work in an urban or rural school?

_____ urban

_____ rural

---

3. In what type of school do you work?

_____ public

_____ private (specify)

---

4. How many class periods do you teach per week?

_____ Class periods

---

5. How many years have you been teaching in this school?

_____ years

---

6. Are you considered a full time teacher or a part-time teacher?

_____ full time

_____ part-time

---

7. Are you a class sponsor?

_____ yes

_____ no

---

8. If yes, how many students are normally in your class?

_____ students

---

9. Do you teach in one or more grades?

_____ one grade level

_____ more than one grade level

---

10. When you decided to become a teacher were there other employment opportunities?

______ yes

______ no

If so, what were they?

____

____

---

11. In deciding to become a teacher which factors were the most important to influence your decision?

____

____

---

12. On the whole, how would you rate your satisfaction as a teacher?

______ Extremely satisfied
______ Very satisfied
______ Satisfied
______ Neither satisfied nor dissatisfied
______ Not very satisfied
______ Very unsatisfied
______ Completely dissatisfied

---

13. Name two things you find most satisfying about being a member of the teaching profession.

____

____

---

14. Name two things you find least satisfying bout being a member of the teaching profession.

____

____

15. Have you ever considered leaving teaching?

_____ yes

_____ no

16. If yes, what were your reasons?

____

____

17. Have you ever left teaching?

_____ yes

_____ no

18. If yes, for how long?

19. Why did you leave and why did you return to teaching?

____

____

20. What is the highest grade you completed?

21. Compared to what you expected before you went into teaching, did you find the (READ EACH ITEM) to be better than you expected, about the same as you expected or worse than you expected?

Personal Satisfaction	___Better___Same___Worse
Textbooks/instructional materials	___Better___Same___Worse
Status in the community	___Better___Same___Worse
Status in the school	___Better___Same___Worse
Quality of your colleagues	___Better___Same___Worse
Support from the principal	___Better___Same___Worse
Support from the community/ parents	___Better___Same___Worse
Opportunities for professional development	___Better___Same___Worse
Salary	___Better___Same___Worse
Regularity of payments	___Better___Same___Worse
Allowances	___Better___Same___Worse
Job security	___Better___Same___Worse
Number of students in a class	___Better___Same___Worse
Ability of students	___Better___Same___Worse
Classroom conditions (e.g., light, ventilation, furniture and walls)	___Better___Same___Worse
Location of school	___Better___Same___Worse

22. Do you have any preservice training?

_____yes

_____no

23. How long was the training program?

_____years

24. Do you think the training adequately prepared you for teaching?

_____yes

_____no

25. Name two specific ways the training helped you.

1.

2.

26. Name two ways in which you think it could be improved.

1.

2.

27. Have you ever had any inservice training? If so what was the content and how long was the training?

_____yes

_____no

Content Duration

28. I'll now read you some steps that might be taken to encourage good teachers to remain in the teaching profession. For each step, please tell me whether you think it will help a little, help a lot, or not help at all to keep good people in teaching.

(READ EACH STATEMENT)

Providing higher salaries

___Help a little ___Help a lot ___Not help at all

Providing appropriate allowances for urban, remote teaching

___Help a little ___ Help a lot ___Not help at all

Providing salaries on time

___Help a little ___Help a lot ___Not help at all

Providing housing

___Help a little ___Help a lot ___Not help at all

Providing better textbooks and instructional materials

___Help a little ___Help a lot ___Not help at all

Supplying textbooks/materials on time

___Help a little ___Help a lot ___Not help at all

Having students who are more motivated to learn

___Help a little ___Help a lot ___Not help at all

Improving the status of the teacher in the community

___Help a little ___Help a lot ___Not help at all

Providing a greater role in the management of the school

___Help a little ___Help a lot ___Not help at all

Reducing discipline problems

___Help a little ___Help a lot ___Not help at all

Reducing unnecessary rules and regulations that waste teacher's time

___Help a little ___Help a lot ___Not help at all

Reducing class size

___Help a little ___Help a lot ___Not help at all

Having more parental involvement with schools

___Help a little ___Help a lot ___Not help at all

Providing better classroom facilities

___Help a little ___Help a lot ___Not help at all

Providing more opportunities for inservice training

___Help a little ___Help a lot ___Not help at all

Providing more opportunities for promotion

___Help a little ___Help a lot ___Not help at all

Reducing the age range of the students in the classroom

___Help a little ___Help a lot ___Not help at all

Providing opportunities for teachers to work more collaboratively in the schools

___Help a little ___Help a lot ___Not help at all

Changing the school schedule and calendar to better meet the needs of the teachers and students

___Help a little ___Help a lot ___Not help at all

Providing more support to the principal and staff

___Help a little ___Help a lot ___Not help at all

Encouraging greater support from the community and parents

___Help a little ___Help a lot ___Nothelp at all

Providing bonuses and allowances

___Help a little ___Help a lot ___Not help at all

Making only the deserving teachers permanent

___Help a little ___Help a lot ___Not help at all

Basing appointments strictly on qualification and experience

___Help a little ___Help a lot ___Not help at all

Providing greater student participation in school management

___Help a little ___Help a lot ___Not help at all

Reducing influence of local politicians on school management

___Help a little ___Help a lot ___Not help at all

Providing independent body through which petition can be made by principals and/or staff for wrongful dismissal

___Help a little ___Help a lot ___Not help at all

Officially recognizing and allowing principals and/or teachers association, organization and unions to function independently

___Help a little ___Help a lot ___Not help at all

Making principals accountable for mismanagement of school funds and facilities

___Help a little ___Help a lot ___Not help at all

29. Which three of these do you think are the most important ? Name them in order of importance.

1.

2.

3.

30. Do you have other sources of income? If yes, what are they?

___ yes

___ no

Source

31. Do you have any other jobs in addition to teaching? What are they, how much do you get paid, and how many hours do you spend at them a week.

___ yes

___ no

Job	Salary	Hours per week

32. Is there anything else you would like to tell us about your experience as a teacher?

Thank you very much for taking the time to share your experience.